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LEGISLATIVE HISTORY

Public Law 390--79th Congress

Chapter 270--2d Session

S. 1415

FEDERAL EMPLOYEES PAY ACT OF 1946

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DIGEST OF PUBLIC LAW 390

FEDERAL EMPLOYEES PAY ACT OF 1946. Increases the pay rates under the Classification Act by 14% or \$250, whichever is greater, except that no rate shall be increased more than 25%. Provides for increases for jobs not covered by the Classification Act. Provides a \$10,000 ceiling. Permits compensatory time off for the first 8 hours of overtime as well as additional hours. Clarifies provisions which GAO has interpreted to deny payment of night differential if night work is performed on a holiday or after completion of 40 hours. Provides an extra day's pay for a day of work on a holiday, instead of $\frac{1}{2}$ day's extra pay. Adjusts the rates of grades 9 and 10 of the "crafts, protective, and custodial" service so as to restore differentials between the top grades; requires the Budget Bureau to so determine the numbers of full-time employees on the basis of relative needs of the departments, etc. (except War and Navy) that the aggregate number of civilian employees (including full-time equivalent of man-months of part-time employment) shall not exceed 528,975 for the quarter beginning Oct. 1, 1946, 501, 771 for next quarter, 474,567 for the next quarter, and 447,363 after June 30, 1947 (this provision also does not apply to certain Post Office and Veterans' Administration employees).

INDEX AND SUMMARY OF HISTORY ON S. 1415

September 20, 1945 S. 1415 introduced by Mr. Downey and referred to the Senate Committee on Civil Service. Print of the bill as introduced.

September 24, 1945 H. R. 4159 introduced by Mr. O'Toole and referred to the House Committee on Civil Service. Print of the bill as introduced. (Companion bill).

September 25, 1945 H. R. 4182 introduced by Mr. Patterson and referred to the House Committee on Civil Service. Print of the bill as introduced. (Companion bill).

November 2, 1945 Amendment proposed by Mr. Langer to S. 1415. Print of the amendment.

Hearings: Senate, S. 1415.

November 15, 1945 Senate Civil Service Committee reported S. 1415 without amendment. Senate report 742. Print of the bill as reported.

December 3, 1945 Downey amendments to S. 1415. (Five amendments) . Prints of amendments.

December 5, 1945 Senate agreed to Senator Downey's motion to make S. 1415 the next order of business.

December 6, 1945 S. 1415 debated in Senate.

December 7, 1945 Debate continued. Print of Downey amendment to S. 1415.

December 11, 1945 Debate continued.

December 13, 1945 Debate continued. Prints of amendments proposed by Senators Byrd, Hickenlooper and Hart; Downey; and Morse.

December 14, 1945 Print to amendment proposed by Senator Downey.

December 17, 1945 Debate continued. Prints of amendments proposed by Senator Langer.

December 18, 1945 Senate debate concluded on S. 1415 and passed with amendment.

December 19, 1945 S. 1415 referred to the House Committee on Civil Service. Print of the bill as referred to the Committee.

February 25, 1946 Hearings: House, S. 1415.

March 29, 1946	H. R. 5939 introduced by Mr. Jackson and referred to the House Committee on Civil Service. Print of the bill as introduced. (Similar bill).
April 1, 1946	House Civil Service Committee reported H. R. 5939 without amendment. House Report 1834. Print of the bill as reported. House Res. 576 submitted for the consideration of H. R. 5939. Print of the Resolution.
April 2, 1946	House Rules Committee reported on House Res. 576. House Report 1839.
April 3, 1946	House began debate on H. R. 5939. Remarks of Rep. Patterson in Appendix.
April 4, 1946	House concluded debate and passed H. R. 5939 with amendments. Remarks of Rep. Hook in Appendix. Language of H. R. 5939 substituted for S. 1415.
April 5, 1946	Senate Conferees appointed. Print of the bill with the amendments of the House.
April 8, 1946	House Conferees appointed.
May 16, 1946	House received Conference Report. House Report 2071.
May 17, 1946	House and Senate agreed to Conference Report.
May 24, 1946	Approved. Public Law 390.

79TH CONGRESS
1ST SESSION

S. 1415

IN THE SENATE OF THE UNITED STATES

SEPTEMBER 20 (legislative day, SEPTEMBER 10), 1945

Mr. DOWNEY introduced the following bill; which was read twice and referred to the Committee on Civil Service

A BILL

To increase the rates of compensation of officers and employees of the Federal Government.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That each of the existing rates of basic compensation pro-
4 vided by section 13 of the Classification Act of 1923, as
5 amended and supplemented, is hereby increased by 20
6 per centum. Such augmented rates shall be considered to
7 be the regular basic rates of compensation provided by such
8 section.

9 (b) The increase in existing rates of basic compen-
10 sation provided by this section shall not be construed to
11 be an "equivalent increase" in compensation within the

1 meaning of section 7 (b) (1) of the Classification Act of
2 1923, as amended.

3 SEC. 2. Each of the existing basic rates of compen-
4 sation provided by the Act entitled "An Act to adjust the
5 compensation of certain employees in the Customs Service",
6 approved May 29, 1928, as amended and supplemented,
7 and those provided by the second paragraph of section 24
8 of the Immigration Act of 1917, as amended and supple-
9 mented, are hereby increased by 20 per centum. Such
10 augmented rates shall be considered to be the regular basic
11 rates of compensation provided by such section.

12 SEC. 3. (a) Section 501 of the Federal Employees Pay
13 Act of 1945 is amended by inserting before the period at
14 the end of the first sentence thereof a comma and the fol-
15 lowing: "plus 20 per centum of his basic compensation as
16 increased by the foregoing percentages".

17 (b) Section 521 of such Act is amended by inserting
18 before the period at the end of the first sentence thereof a
19 comma and the following: "plus 20 per centum of his basic
20 compensation as increased by the foregoing percentages".

21 (c) Sections 502 and 522 of such Act are hereby
22 repealed.

23 SEC. 4. (a) Basic rates of compensation specifically
24 provided by statute (including any increase therein by rea-
25 son of the provisions of section 602 (b) of the Federal

1 Employees Pay Act of 1945) for offices or positions in the
2 executive branch or the District of Columbia municipal gov-
3 ernment which are not increased by any other provision
4 of this Act are hereby increased by 20 per centum; and each
5 such augmented rate shall be considered to be the regular
6 basic rate of compensation.

7 (b) The provisions of this section shall not apply to
8 (1) elected officials; (2) employees of the District of Co-
9 lumbia municipal government whose compensation is fixed
10 by the District of Columbia Teachers' Salary Act of 1945,
11 as amended; (3) officers and members of the Metropolitan
12 Police or of the Fire Department of the District of Columbia;
13 (4) officers and employees in the field service of the Post
14 Office Department; (5) officers and members of the United
15 States Park Police and the White House Police.

16 SEC. 5. There are hereby authorized to be appropriated
17 such sums as may be necessary to carry out the provisions
18 of this Act.

A BILL

To increase the rates of compensation of officers and employees of the Federal Government.

By Mr. DOWNEY

SEPTEMBER 20 (legislative day, SEPTEMBER 10), 1945
Read twice and referred to the Committee on
Civil Service

79TH CONGRESS
1ST SESSION

H. R. 4159

IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 24, 1945

Mr. O'TOOLE introduced the following bill; which was referred to the Committee on the Civil Service

A BILL

To increase the rates of compensation of officers and employees of the Federal Government.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That each of the existing rates of basic compensation pro-
4 vided by section 13 of the Classification Act of 1923, as
5 amended and supplemented, is hereby increased by 25 per
6 centum. Such augmented rates shall be considered to be
7 the regular basic rates of compensation provided by such
8 section.

9 (b) The increase in existing rates of basic compensation
10 provided by this section shall not be construed to be an

1 equivalent increase in compensation within the meaning
2 of section 7 (b) (1) of the Classification Act of 1923,
3 as amended.

4 SEC. 2. Each of the existing basic rates of compensation
5 provided by the Act entitled "An Act to adjust the com-
6 pensation of certain employees in the Customs Service",
7 approved May 29, 1928, as amended and supplemented,
8 and those provided by the second paragraph of section 24
9 of the Immigration Act of 1917, as amended and supple-
10 mented, are hereby increased by 25 per centum. Such
11 augmented rates shall be considered to be the regular basic
12 rates of compensation provided by such section.

13 SEC. 3. (a) Section 501 of the Federal Employees
14 Pay Act of 1945 is amended by inserting before the period
15 at the end of the first sentence thereof a comma and the
16 following: "plus 25 per centum of his basic compensation
17 as increased by the foregoing percentages."

18 (b) Section 521 of such Act is amended by inserting
19 before the period at the end of the first sentence thereof a
20 comma and the following: "plus 25 percentum of his basic
21 compensation as increased by the foregoing percentages."

22 (c) Sections 502 and 522 of such Act are hereby
23 repealed.

24 SEC. 4. (a) Basic rates of compensation specifically pro-
25 vided by statute (including any increase therein by reason

1 of the provisions of section 602 (b) of the Federal Em-
2 ployees Pay Act of 1945) for offices or positions in the
3 executive branch or the District of Columbia municipal
4 government which are not increased by any other provision
5 of this Act are hereby increased by 25 per centum; and
6 each such augmented rate shall be considered to be the
7 regular basic rate of compensation.

8 (b) The provisions of this section shall not apply to
9 (1) elected officials; (2) employees of the District of
10 Columbia municipal government whose compensation is fixed
11 by the District of Columbia Teachers' Salary Act of 1945,
12 as amended; (3) officers and members of the Metropolitan
13 Police or of the Fire Department of the District of Columbia;
14 (4) officers and employees in the field service of the Post
15 Office Department; (5) officers and members of the United
16 States Park Police and the White House Police.

17 SEC. 5. There are hereby authorized to be appropriated
18 such sums as may be necessary to carry out the provisions
19 of this Act.

79TH CONGRESS
1ST SESSION

H. R. 4159

A BILL

To increase the rates of compensation of officers and employees of the Federal Government.

By Mr. O'TOOLE

SEPTEMBER 24, 1945

Referred to the Committee on the Civil Service

79TH CONGRESS
1ST SESSION

H. R. 4182

IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 25, 1945

Mr. PATTERSON introduced the following bill; which was referred to the Committee on the Civil Service

A BILL

To increase the rates of compensation of officers and employees of the Federal Government.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That each of the existing rates of basic compensation pro-
4 vided by section 13 of the Classification Act of 1923, as
5 amended and supplemented, is hereby increased by 20
6 per centum. Such augmented rates shall be considered to
7 be the regular basic rates of compensation provided by such
8 section.

9 (b) The increase in existing rates of basic compen-
10 sation provided by this section shall not be construed to

1 be an "equivalent increase" in compensation within the
2 meaning of section 7 (b) (1) of the Classification Act of
3 1923, as amended.

4 SEC. 2. Each of the existing basic rates of compen-
5 sation provided by the Act entitled "An Act to adjust the
6 compensation of certain employees in the Customs Service",
7 approved May 29, 1928, as amended and supplemented,
8 and those provided by the second paragraph of section 24
9 of the Immigration Act of 1917, as amended and supple-
10 mented, are hereby increased by 20 per centum. Such
11 augmented rates shall be considered to be the regular basic
12 rates of compensation provided by such section.

13 SEC. 3. (a) Section 501 of the Federal Employees Pay
14 Act of 1945 is amended by inserting before the period at
15 the end of the first sentence thereof a comma and the fol-
16 lowing: "plus 20 per centum of his basic compensation as
17 increased by the foregoing percentages".

18 (b) Section 521 of such Act is amended by inserting
19 before the period at the end of the first sentence thereof a
20 comma and the following: "plus 20 per centum of his basic
21 compensation as increased by the foregoing percentages".

22 (c) Sections 502 and 522 of such Act are hereby
23 repealed.

24 SEC. 4. (a) Basic rates of compensation specifically
25 provided by statute (including any increase therein by rea-

1 son of the provisions of section 602 (b) of the Federal
2 Employees Pay Act of 1945) for offices or positions in the
3 executive branch or the District of Columbia municipal gov-
4 ernment which are not increased by any other provision
5 of this Act are hereby increased by 20 per centum; and each
6 such augmented rate shall be considered to be the regular
7 basic rate of compensation.

8 (b) The provisions of this section shall not apply to
9 (1) elected officials; (2) employees of the District of Co-
10 lumbia municipal government whose compensation is fixed
11 by the District of Columbia Teachers' Salary Act of 1945,
12 as amended; (3) officers and members of the Metropolitan
13 Police or of the Fire Department of the District of Columbia;
14 (4) officers and employees in the field service of the Post
15 Office Department; (5) officers and members of the United
16 States Park Police and the White House Police.

17 SEC. 5. There are hereby authorized to be appropriated
18 such sums as may be necessary to carry out the provisions
19 of this Act.

79TH CONGRESS
1ST SESSION

H. R. 4182

A BILL

To increase the rates of compensation of officers and employees of the Federal Government.

By Mr. PATTERSON

SEPTEMBER 25, 1945

Referred to the Committee on the Civil Service

S. 1415

IN THE SENATE OF THE UNITED STATES

NOVEMBER 2 (legislative day, OCTOBER 29), 1945

Referred to the Committee on Civil Service and ordered to be printed

AMENDMENT

Intended to be proposed by Mr. LANGER to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, viz: At the end of the bill insert a new section as follows:

- 1 SEC. 6. The basic rates of compensation of employees of
- 2 the Government Printing Office and employees of the Bureau
- 3 of Engraving and Printing, whose basic compensation is fixed
- 4 and adjusted from time to time by wage boards or similar
- 5 administrative authority serving the same purpose, are hereby
- 6 increased by 10 per centum over the rates in effect on Novem-
- 7 ber 1, 1945.

AMENDMENT

Intended to be proposed by Mr. LANGER to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

NOVEMBER 2 (legislative day, October 29), 1945
Referred to the Committee on Civil Service and
ordered to be printed

DIGEST OF PROCEEDINGS OF CONGRESS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE
(Issued November 16, 1945, for actions of Thursday, November 15, 1945)

(For staff of the Department only)

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HIGHLIGHTS: Senate continued debate on reorganization bill and agreed to Byrd amendment to permit effectiveness of any reorganization plan after 60 days unless rejected by concurrent resolution. Senate committee reported Downey pay bill. Sen. Byrd urged 20% reduction in Federal personnel and submitted Economy Committee's civilian-employment report. Rep. Gross criticized Secretary Anderson's "campaign tour" and the New Deal farm program.

SENATE

1. GOVERNMENT REORGANIZATION. Continued debate on this bill, S. 1120 (pp. 10866-70, 10877-91). Agreed, 35-24, to Sen. Donnell's (Mo.) amendment regarding Congressional approval of reorganization plans (p. 10882) after agreeing, 37-20, to Sen. Byrd's (Va.) substitute amendment which provides that any reorganization plan shall be effective after 60 days unless rejected by concurrent resolution (p. 10880).
2. PERSONNEL. The Civil Service Committee reported without amendment S. 1415, the Federal 20% pay-raise bill (S.Rept. 742)(p. 10859); S. 396, to amend the Civil Service Retirement Act with regard to the computation of annuity payments to persons who retired before Jan. 24, 1942 (S.Rept. 741)(p. 10860); and with an amendment H.R.2716, to provide for health programs for Government employees (S.Rept. 743)(p. 10860).
Received the report of the Joint (Byrd) Economy Committee on civilian employment in the Executive Branch. Sen. Byrd, Va., stated, "I believe the number of civilian personnel...can be reduced from 3,491,000 to 1,000,000 without impairing any essential function." (pp. 10860-1).
The Military Affairs Committee reported without amendment S. 1560, to amend the Service Extension Act so as to extend reemployment benefits to former members of the WAAC's who entered the WAC's (S.Rept. 746)(p. 10860).
3. MINERALS. The Mines and Mining Committee reported without amendment S. Con. Res. 22, calling on the Secretary of the Interior for a report upon the minerals situation of the U.S. (S.Rept. 749)(p. 10860).
4. SMALL BUSINESS. Sen. Wherry, Nebr., inserted his Forbes Magazine article, "One Million New Businesses," which deals with the full-employment situation (p.10891).

HOUSE

5. FARM PROGRAM. Rep. Gross, Pa., criticized Secretary Anderson's "campaign tour" and the New Deal farm program (p. 10898).
6. IRRIGATION. The Irrigation and Reclamation Committee reported without amendment H.R. 1689, authorizing Interior Department to purchase improvements or pay damages for removal of improvements located on U. S. public lands in the Anderson Ranch Reservoir site, Boise Reclamation Project, Idaho (H.Rept.1208)(p.10917).
7. VETERANS' FARM LOANS. Rep. Sabath, Ill., criticized administration of the veterans' farm-loan provision of the GI Bill of Rights (p. 10901).
8. SURPLUS PROPERTY; VETERANS. Rep. Scrivener, Kans., criticized difficulties encountered by veterans in purchasing surplus property, including a veteran's letter on the subject, and urged passage of his bill H.R. 4390, to amend the Surplus Property Act so as to simplify disposal to veterans (pp. 10895-6).
9. FULL EMPLOYMENT. Rep. Biemiller, Wis., spoke favoring full-employment legislation and discussed provisions of the bills H.R. 2202 and S. 380 (pp.10902-7).
Received a United Electrical Radio and Machine Workers petition favoring the full-employment bill (p. 10917).
10. FOREIGN LOANS. Rep. Andresen, Minn., criticized proposed loans to England (p. 10893).
Rep. Woodruff, Mich., criticized loans to England and included New York Journal-American articles which discussed means (including those of this Department) by which to favorably publicize such loans (pp. 10898-900).
11. LEGISLATIVE PROGRAM. Majority Leader McCormack announced that the deficiency-appropriation bill is expected to be reported Mon., Nov. 26 (p. 10901-2).

BILLS INTRODUCED

12. PERSONNEL; RETIREMENT. H. R. 4651 (see Digest 199-200) amends the Civil Service Retirement Act to provide for annuities for recovered disabled annuitants whose annuities are discontinued subsequent to June 30, 1945, and who fail through no fault of their own to obtain reemployment.
13. FARM LABOR; SELECTIVE SERVICE. H. R. 4662 (see Digest 199-200) amends the Selective Training and Service Act to provide for deferment of registrants found to be regularly engaged in an agricultural occupation or endeavor.
14. PRICE CONTROL. S. J. Res. 118, by Sen. Wherry, Nebr. (for himself and Sen. Stewart, Tenn.), to amend the Emergency Price Control Act with respect to the margin of profit which must be allowed in fixing maximum prices. To Banking and Currency Committee. Remarks of author (pp. 10870-7).
16. SOCIAL SECURITY. H. R. 4700, by Rep. Wickersham, Okla., to provide Federal pensions for all individuals not covered by title II of the Social Security Act, and to repeal title I of said Act. To Ways and Means Committee. (p. 10917.)
17. WATER POLLUTION. H. R. 4705, by Rep. Bailey, W. Va., to prevent the contamination of streams and other bodies and sources of water by the escape of sulfur or other polluting water from abandoned coal mines, to prevent entry of such mines by unauthorized persons or livestock, and to aid in preventing or extinguishing mine fires. To Rivers and Harbors Committee. (p. 10917.)



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Vol. 91

WASHINGTON, THURSDAY, NOVEMBER 15, 1945

No. 202

Senate

(Legislative day of Monday, October 29, 1945)

The Senate met at 12 o'clock meridian, on the expiration of the recess.

Rev. W. Emory Hartman, Ph. D., minister of Grace Methodist Church, Harrisburg, Pa., offered the following prayer:

Eternal God, Thou uncreated source of righteousness, truth, and power, let the majesty of Thy presence now humble our hearts and lift up our spirits. Speak Thou this day to the leaders and people of America, that this Nation may become a holy nation, entirely consecrated to Thee.

Direct us, O God, to use wisely our leadership among the nations. May we employ the vast energies of nature and life for the common good and utilize our God-given resources for the enlargement of the common life. Lead us to sacrifice as devotedly in the pursuits of peace as in the efforts of war. Give us compassion for the shelterless, starving, and suffering peoples of all lands and prompt us to share with them our bounties.

Help us to assert fearlessly in the counsels of the nations the principles of justice, freedom, and equality. In all our enterprises may we place our reliance upon Thee, the one true God, who alone canst save the people. We pray in the name and spirit of Christ. Amen.

THE JOURNAL

On request of Mr. HILL, and by unanimous consent, the reading of the Journal of the proceedings of the calendar day Wednesday, November 14, 1945, was dispensed with, and the Journal was approved.

LEAVES OF ABSENCE

Mr. MAGNUSON. Mr. President, I ask unanimous consent to be absent from the Senate for the next two or three days to attend the American Legion Convention in Chicago as an official delegate from my State department of the Legion.

The PRESIDENT pro tempore. Without objection, leave is granted.

Mr. OVERTON. Mr. President, I ask unanimous consent to be absent from the Senate next Friday and next Monday.

The PRESIDENT pro tempore. Without objection, leave is granted.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Chaffee, one of its reading clerks, announced that the House had severally agreed to the amendments of the Senate to each of the following bills of the House:

H. R. 1015. An act for the relief of G. H. Moore, of Butler, Taylor County, Ga.; and

H. R. 2545. An act for the relief of Florida Rhone Burch.

The message also announced that the House had agreed to the report of the committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 784) for the relief of Mr. and Mrs. John T. Webb, Sr.

The message further announced that the House insisted upon its amendment to the bill (S. 90) for the relief of the estate of George O'Hara, disagreed to by the Senate; agreed to the conference asked by the Senate on the disagreeing votes of the two Houses thereon, and that Mr. McGEHEE, Mr. STIGLER, and Mr. COLE of Kansas were appointed managers on the part of the House at the conference.

The message also announced that the House insisted upon its amendment to the bill (S. 693) for the relief of the Saunders Memorial Hospital, disagreed to by the Senate; agreed to the conference asked by the Senate on the disagreeing votes of the two Houses thereon, and that Mr. McGEHEE, Mr. COMES, and Mr. JENNINGS were appointed managers on the part of the House at the conference.

The message further announced that the House insisted upon its amendment to the bill (S. 842) for the relief of the Elmira Area Soaring Corp., disagreed to by the Senate; agreed to the conference asked by the Senate on the disagreeing votes of the two Houses thereon, and that Mr. McGEHEE, Mr. STIGLER, and Mr. COLE of Kansas were appointed managers on the part of the House at the conference.

The message also announced that the House had disagreed to the amendment of the Senate to the bill (H. R. 1890) for the relief of the estate of Peter G. Fabian, deceased; asked a conference with the Senate on the disagreeing votes of the

two Houses thereon, and that Mr. McGEHEE, Mr. HEDRICK, and Mr. BYRNES of Wisconsin were appointed managers on the part of the House at the conference.

The message further announced that the House had disagreed to the amendment of the Senate to the bill (H. R. 2578) for the relief of Rufus A. Hancock; asked a conference with the Senate on the disagreeing votes of the two Houses thereon, and that Mr. McGEHEE, Mr. COMBS, and Mr. RAMEY were appointed managers on the part of the House at the conference.

ENROLLED BILLS SIGNED

The message also announced that the Speaker had affixed his signature to the following enrolled bills, and they were signed by the President pro tempore:

S. 1036. An act to provide for the adjustment of the compensation of certain members or former members of the armed forces of the United States who, before the expiration of their terminal leave, have performed, or shall hereafter perform, civilian services for the United States, its Territories or possessions, or the District of Columbia, and for other purposes;

H. R. 1015. An act for the relief of G. H. Moore and Mr. and Mrs. A. J. Moore; and

H. R. 2545. An act for the relief of the estate of Donald Rhone.

ENROLLED BILLS PRESENTED

The Secretary of the Senate reported that on November 14, 1945, he presented to the President of the United States the following enrolled bills:

S. 940. An act to provide for terms of the District Court of the United States for the District of Nevada; and

S. 1199. An act conferring jurisdiction upon the United States District Court for the Middle District of North Carolina to hear, determine, and render judgment upon any claim arising out of the death of L. W. Freeman.

REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. DOWNEY, from the Committee on Civil Service:

S. 1415. A bill to increase the rates of compensation of officers and employees of the Federal Government; without amendment (Rept. No. 742).

By Mr. HICKENLOOPER, from the Committee on Civil Service:

S. 896. A bill to amend the act entitled "An act to amend further the Civil Service Retirement Act, approved May 29, 1930, as amended," approved January 24, 1942, and for other purposes; without amendment (Rept. No. 741); and

H. R. 2716. A bill to provide for health programs for Government employees; with an amendment (Rept. No. 743).

By Mr. BILBO, from the Committee on the District of Columbia:

H. R. 2938. A bill to amend the Code of Laws of the District of Columbia, with respect to abandonment of condemnation proceedings; with an amendment (Rept. No. 744).

By Mr. HILL, from the Committee on Military Affairs:

S. 1489. A bill to authorize payment for accumulated and accrued annual leave to persons whose civilian appointments were terminated pursuant to section 4 of the act of December 22, 1942 (56 Stat. 1073); with an amendment (Rept. No. 745); and

S. 1560. A bill to amend the Service Extension Act of 1941, as amended, to extend reemployment benefits to former members of the Women's Army Auxiliary Corps who entered the Women's Army Corps; without amendment (Rept. No. 746).

By Mr. JOHNSON of Colorado, from the Committee on Military Affairs:

S. 1554. A bill to provide for the appointment of additional commissioned officers in the Regular Army, and for other purposes; with an amendment (Rept. No. 747).

By Mr. GUFFEY, from the Committee on Mines and Mining:

S. Con. Res. 22. Concurrent resolution calling on the Secretary of the Interior for a report upon the minerals situation of the United States; without amendment (Rept. No. 748).

By Mr. McKELLAR, from the Committee on Post Offices and Post Roads:

H. R. 744. A bill authorizing payments of rewards to postal employees for inventions; without amendment (Rept. No. 749).

PRINTING OF ADDITIONAL COPIES OF HEARINGS ON BILL PROVIDING FOR SALE OF CERTAIN GOVERNMENT-OWNED MERCHANT VESSELS

Mr. HAYDEN. Mr. President, from the Committee on Printing, I ask unanimous consent to report favorably without amendment Senate Resolution 187, submitted by the Senator from Maryland [Mr. RADCLIFFE] on November 8, 1945, and request unanimous consent for its immediate consideration.

The PRESIDENT pro tempore. Is there objection?

There being no objection, the resolution (S. Res. 187) was considered by unanimous consent and agreed to, as follows:

Resolved, That, in accordance with paragraph 3 of section 2 of the Printing Act, approved March 1, 1907, the Committee on Commerce of the Senate be, and is hereby, authorized and empowered to have printed for its use 500 additional copies, parts 1 and 2, of the hearing held before said committee during the current session on S. 292 entitled "A bill to provide for the sale of certain Government-owned merchant vessels, and for other purposes."

REPORT OF JOINT COMMITTEE ON REDUCTION OF NONESSENTIAL FEDERAL EXPENDITURES—CIVILIAN EMPLOYMENT IN EXECUTIVE BRANCH

Mr. BYRD. Mr. President, I ask unanimous consent to submit a report from the Joint Committee on Reduction of Nones-

essential Federal Expenditures concerning civilian employment in the executive branch of the Federal Government in September 1945. In presenting this report I wish to invite the attention of the Senate to the fact that there were 22,213 more people on this pay roll in September than there were in May, when the global war effort reached its peak, and the war ended in Europe.

Much of this increase between May and September will be found in the personnel reported for these months by 13 old-line peacetime agencies, including the Bureau of the Budget, Agriculture Department, Commerce Department, Interior Department, Labor Department, Post Office Department, State Department, Treasury Department, Federal Works Agency, General Accounting Office, Panama Canal, Reconstruction Finance Corporation, and Veterans' Administration.

The civilian personnel total for September was 3,491,000, including 733,792 War Department employees outside the continental United States, and 53,277 regular part-time and substitute postal employees whom the Post Office Department previously had not been reporting. This September total of nearly three and a half million, including the new Post Office reports, was within 4 percent, or 158,769, of the all-time civilian pay-roll record in August, when hostilities ceased in the Pacific.

It will be noted from the footnotes in this report that there is a marked tendency at present to transfer personnel from the so-called emergency war agencies to the more secure locations in the permanent departments, establishments, and agencies. The transfer of personnel, of course, accompanies transfer of functions and funds.

As between civilian personnel reports for August and September, substantial increases will be found in the Post Office Department, Labor Department, State Department, and Veterans' Administration. Decreases were notable in the War Department, Navy Department, and Office of Price Administration.

It should be pointed out that approximately one-half of the reduction in the September pay roll is represented by a net decrease of 76,332 nonclassified employees, among whom, undoubtedly, are a great number of Federal industrial workers who, during the war, were employed in shipyards, arsenals, gun factories, and so forth.

In presenting this report for the Joint Committee on Reduction of Nonesential Federal Expenditures, the chairman speaks for himself when he submits that the people of the United States have a right to expect the Government to expedite demobilization of the gigantic civilian wartime pay roll which in September 1945, after the war was won in both the European and Pacific theaters, was still three and a half times greater than it was in June of 1939—the last pre-emergency year. I believe the number of civilian personnel now employed by the Federal Government, not only in the United States but scattered all over the world, can be reduced from 3,491,000 to 1,000,000 without impairing any essential function.

I ask unanimous consent that the report be printed in the RECORD.

There being no objection, the report was ordered to be printed in the RECORD, as follows:

Reduction in nonessential Federal expenditures—Civilian employment of the executive branch of the Federal Government, by departments and agencies, for the months of August and September, showing the increases and decreases in number of paid employees

Departments and agencies	1945		Increase (+) or decrease (—)
	August	September	
EXECUTIVE OFFICE OF THE PRESIDENT			
Bureau of the Budget . . .	587	1 733	+146
EXECUTIVE DEPARTMENTS			
Agriculture Department . .	95,529	91,136	—4,393
Commerce Department . . .	34,771	35,089	+318
Interior Department	45,055	44,524	—531
Justice Department	26,839	26,243	—596
Labor Department	6,346	2 36,629	+30,283
Navy Department	721,342	649,425	—71,917
Post Office Department . . .	387,262	3 441,257	+53,995
State Department	11,188	4 15,352	+4,164
Treasury Department	95,808	93,636	—2,172
War Department 5	1,077,179	975,317	—101,862
NATIONAL WAR AGENCIES			
Committee on Fair Employment Practice	65	60	—5
Foreign Economic Administration	6,371	6,131	—240
National War Labor Board	3,844	6 0	—3,844
Office of Alien Property Custodian	729	651	—78
Office of Censorship	4,700	295	—4,405
Office of Defense Transportation	2,828	1,419	—1,409
Office of Economic Stabilization	19	6 0	—19
Office of Inter-American Affairs	1,249	7 660	—589
Office of Price Administration	61,985	45,492	—16,493
Office of Scientific Research and Development	1,310	1,157	—153
Office of Strategic Services	2,103	2,008	—95
Office of War Information	7,989	6 230	—7,759
Office of War Mobilization and Reconversion	458	9 583	+125
Petroleum Administration for War	970	839	—131
Selective Service System	18,573	17,662	—911
Smaller War Plants Corporation	1,874	1,656	—218
War Manpower Commission	27,839	10 0	—27,839
War Production Board	11,311	8,625	—2,686
War Shipping Administration	5,556	5,361	—195
INDEPENDENT AGENCIES			
American Battle Monuments Commission	1	1	—
Civil Aeronautics Board	349	371	+22
Civil Service Commission	6,863	6,734	—129
Employees' Compensation Commission	517	520	+3
Export-Import Bank of Washington	68	67	—1
Federal Communications Commission	1,508	1,519	+11
Federal Deposit Insurance Corporation	1,218	916	—302
Federal Power Commission	655	674	+19
Federal Security Agency	30,368	30,701	+333
Federal Trade Commission	448	441	—7
Federal Works Agency	20,532	20,628	+96
General Accounting Office	14,139	13,783	—356
Government Printing Office	6,943	6,914	—29
Interstate Commerce Commission	2,013	1,999	—14
Maritime Commission	10,280	9,608	—672
National Advisory Committee for Aeronautics	6,746	6,613	—133
National Archives	342	350	+8
National Capital Housing Authority	223	218	—5
National Capital Park and Planning Commission	17	17	—

Footnotes at end of table.

PAY INCREASES FOR GOVERNMENT EMPLOYEES

NOVEMBER 15 (legislative day, OCTOBER 29), 1945.—Ordered to be printed

Mr. DOWNEY, from the Committee on Civil Service, submitted the following

REPORT

[To accompany S. 1415]

The Committee on Civil Service, to whom was referred the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

During the preceding war years, Congress has enacted successive temporary salary legislation to benefit Federal employees in the executive, legislative, and judicial branches of the Government. In the spring of this year, the Senate and House Civil Service Committees conducted hearings on the general wage structure of Federal employment with a view toward enacting permanent salary legislation. The Federal Employees Pay Act of 1945 (Public Law 106 of the 79th Cong.), culminated from these hearings and had a two-fold purpose—(1) to properly compensate Federal workers for overtime work in the payment of true time and a half overtime compensation and (2) to give a basic increase to adjust salaries to the increased cost in living. A graduated scale was worked out giving the greater basic increase to the lower brackets with the percentage increase as a whole amounting to 15.9 percent. Administration officials testified that the amount given was within the Little Steel formula and that it did not violate the war time "hold the line" policy of the President.

However, testimony was presented at the spring hearings showing a rise of 30 percent in the cost of living and it was decided that at the termination of the war when hours of work were cut back eliminating the additional overtime take-home pay, a reexamination of the Federal salary structure would be made in order to adjust salaries to living costs.

Accordingly in the fall with the termination of hostilities, the reduction in force of employees and the cut-back in hours, the Senate Civil Service Committee held hearings on Senate bill 1415 to provide for a

straight 20 percent increase for persons covered in Public Law 106, including employees covered by the Classification Act of 1923, legislative and judicial employees. A temporary 10 percent increase given legislative and judicial employees in the 1945 Pay Act in lieu of overtime on the first \$2,900 of salary was eliminated in the new bill and, as a substitute, a straight 20 percent increase was provided. The 20 percent increase further included cabinet officers and heads of agencies.

In support of the measure, the committee heard from Cabinet officers, Government officials, and from Federal employee groups and unions. President Truman authorized Civil Service Commissioner Arthur S. Flemming to state that the 20 percent increase was in conformity with his program. Mr. Flemming further proposed an amendment endorsed by the President favoring an increase over the 20 percent for Cabinet officers, judges, the upper brackets of the classified service, and Members of Congress, which the committee rejected.

President Truman had previously placed himself on record as favoring an increase in Federal salaries when he stated in his Budget message of September 6, 1945:

The most important impediment to obtaining efficient administrative officials in the Federal Government has been the pitiful wage scale. During the war, many able and experienced men were obtained for Federal service on purely patriotic grounds. Some of these men who are unable to continue at the present salary scales would be willing to remain at adequate salaries.

In most of the various classifications of Federal employees, the wage scales, with few exceptions, are obsolete and inadequate.

The President further stated in his radio address of October 30, 1945:

Wage increases are therefore imperative—to cushion the shock to our workers, to sustain adequate purchasing power, and to raise the national income.

Figures brought out at the hearing showed that the average annual straight time earnings of Federal employees covered by the proposed act in January 1941 was \$1,929. Following the passage of the Federal Employees Pay Act of 1945, the average annual straight-time salary was \$2,340. Judge John C. Collet, Stabilization Administrator, was quoted as stating that the cost of living since January 1941 had gone up 30 percent and that straight-time hourly earnings in the majority of industries are currently more than 30 percent above the January 1941 levels. Judge Collet's figures have been corroborated by the Bureau of Labor Statistics and reveal that the increase in the cost of living has been more than enough to cancel the increase received by Federal employees under the provisions of the Federal Employees Pay Act of 1945. With the increase under the 1945 Pay Act, average straight-time annual earnings of Federal workers have increased only 21.3 percent. On this calculation, an increase of 7.2 percent of the proposed 20 percent is necessary to bring straight-time annual earnings in line with the cost of living.

A further refinement in calculations was brought out by one witness who pointed to the fact that on the basis of a 40-hour week, Federal workers were receiving a proportionately lower hourly rate than before the national emergency when the recognized workweek was 39 hours.

It thus appeared clear to the committee that approximately half of the proposed 20-percent increase was necessary to bring the actual

purchasing power of Federal employees back to its 1941 level. A greater percentage would be necessary for persons in the higher brackets of pay because the graduated scale in the Federal Employees Pay Act of 1945 gave smaller percentages to the higher paid employees.

Union employee groups gave extensive testimony on the large cut in take-home pay which has resulted from the cut-back in hours and the elimination of premium overtime pay. In many cases specific examples of employees who were forced to forego necessary medical treatment and other essentials because of inadequate pay were cited. In incomes up to \$2,980 the overtime provided under the Federal Employees Pay Act of 1945 had amounted to 30 percent of the entire income.

One witness quoted Secretary of the Treasury Fred M. Vinson as saying we were presently faced with the "pleasant predicament of learning to increase our standard of living by 50 percent." It is clear that in national income and in the potential standard of living to which Secretary Vinson referred, the standard of 1941 must of necessity be superseded. In the interests of a national income sustained at full employment levels, of full production, and a standard of living which will reflect our increased capacity to produce, the people of the Nation, including Government workers, must have the incomes to enable them to buy in excess of what they bought in 1941. Restoration of the 1941 income—or an increase of 7.2 percent for Federal workers is only the bare minimum.

The Civil Service Commission estimated that from VJ-day through September 1945 a reduction of 110,000 employees has been made in the group of employees affected by the proposed bill. It was further estimated that this figure would be increased to 361,000 by June 30, 1946, leaving an estimated 860,000 who will benefit from the 20-percent increase.

The total cost of the bill as estimated by the Bureau of the Budget and as quoted by Commissioner Flemming is \$403,000,000 on the basis of the reduced personnel as of June 30, 1946.

ANALYSIS OF PROVISIONS OF BILL

The first section of S. 1415 has the effect of amending the Classification Act of 1923, as amended, so as to increase by 20 percent the basic rates of compensation applicable to positions subject to that act. The increase provided by the bill would be computed on the basis of the new rates established by the Federal Employees Pay Act of 1945 which became effective July 1, 1945 (Public Law 106, 79th Cong.). Thus, a rate fixed at \$2,400 prior to the enactment of Public Law 106 (and which was increased to \$2,760 under that law) would become \$3,312 if this bill were enacted.

A provision is included to the effect that the increase in rates provided by this bill shall not be considered an "equivalent increase" as that term is used in section 7 (b) (1) of the Classification Act of 1923, as amended, relating to automatic within-grade salary advancements. Under that section, upon receipt of an "equivalent increase" an employee's prior service for the purpose of the waiting periods prescribed in the section is canceled out and a new period begins to run. Subsection (b) of the first section of the bill would make clear that the part of an employee's waiting period completed immediately prior

to the date of enactment of the bill would be counted for purposes of within-grade salary advancement on and after such date.

Section 2 of the bill provides corresponding 20 percent increases in the basic rates of compensation prescribed in the Bacharach Act of May 29, 1928 (U. S. Code, title 19, sec. 6a), for customs clerks and those prescribed for immigrant inspectors in the Reed-Jenkins Act of the same date (U. S. Code, title 8, sec. 109). As in the case of the increases in Classification Act rates under the first section of the bill, these increases would be computed on the basis of the augmented rates established by Public Law 106, Seventy-ninth Congress.

Section 3 of the bill relates to officers and employees of the legislative and judicial branches of the Government (other than Members of Congress and judges) whose compensation is not fixed in accordance with the Classification Act of 1923, as amended. Under Public Law 106, Seventy-ninth Congress, these officers and employees were given increases corresponding to those provided under that act for employees subject to the Classification Act, and, in addition, were granted a flat 10 percent of the first \$2,900 of their salaries as additional compensation in lieu of overtime pay for the 2-year period beginning on July 1, 1945. Under this bill, these officers and employees would be given a flat 20 percent increase over and above the increase provided under Public Law 106, and the temporary 10 percent in lieu of overtime pay would be eliminated. Inasmuch as this section is in the form of an amendment to the Federal Employees Pay Act of 1945, the increases provided would be subject to the \$10,000 ceiling provision contained in section 603 (b) of that act, although no such limit has been included with respect to the increases provided under the other sections of the bill.

Under section 4 of the bill, rates of compensation expressly prescribed by Congress for specific positions would be increased by the same amounts that they would be raised under the first section of the bill if they were under the Classification Act. Persons covered by this section would include Cabinet members, the heads of most independent establishments and agencies, and others holding positions for which Congress has by law fixed a specific or maximum rate of compensation. This section would apply only to officers and employees in the executive branch of the Government or the District of Columbia municipal government whose compensation is not increased by other provisions of the bill, and a number of positions would be expressly excluded, such as elected officials, teachers and members of the police and fire departments in the District of Columbia, postal employees, and members of the United States Park Police and the White House Police.

Section 5 of the bill authorizes the necessary appropriations to carry out its provisions.

STATEMENT OF SENATOR BYRD TO THE CHAIRMAN

NOVEMBER 15, 1945.

HON. SHERIDAN DOWNEY,
Chairman, Civil Service Committee,
United States Senate.

DEAR SENATOR DOWNEY: The bill introduced by you to increase the permanent base pay of all employees of the Federal Government by a flat 20 percent, and, in addition, your proposals to increase the heads of bureaus and agencies from

\$9,800 to \$15,000, the heads of departments from \$15,000 to \$25,000, Federal judges in varying amounts, none less than 100 percent, and the salaries of Congressmen and Senators from \$10,000 to \$20,000, is, I think, one of the most important and far-reaching bills introduced in a long time.

The first hearing was held on November 2. During the course of the hearings which have been held, I requested you to permit me to summon certain witnesses who are heads of the various agencies to interrogate them as to what they had done, or proposed to do, to improve efficiency of their agencies, and as to their plans for reduction of wartime personnel to a normal peacetime basis.

Certainly if Congress is requested to increase salaries, the question of reducing the bloated personnel of the Government bureaus is in direct and pertinent issue, especially in view of the fact that this personnel is being reduced very slowly.

It was my understanding that you agreed to my request, but this morning, by the use of proxies, you defeated my motion to summon these witnesses for the purpose indicated. I regarded this as a proper request because, if the responsible officials of governmental departments have been derelict in their duty in reducing or planning to reduce Federal personnel, then certainly these officials should not be rewarded by a large increase in salary.

I have been in the Senate for 12 years and have been a member of some of the important committees. I have never before known the chairman of a committee to refuse to a member of the committee an opportunity to have witnesses examined on important legislation.

This increase in Government salaries will cost the Federal Government, in all, not less than one billion dollars a year. It is true the bill pending applies to the civil-service personnel, exclusive of those employed by the Post Office Department and those engaged in industrial work, but, if the same ratio is applicable to all of the 2,000,000 employees of the Government (the number estimated on July 1, 1946), it will mean an additional burden on the Treasury of not less than one billion each year. Of course, all other employees will ask and receive the same increase.

It comes at a time when whatever Congress does with respect to the increase in salaries will be taken as a standard for private enterprise and certainly, in view of the importance of this measure, it should receive the fullest possible consideration, and every witness desired to be heard by a member of the committee, or who wanted to appear himself, should be allowed to testify.

By reason of your arbitrary action, which I think is unprecedented in the Senate I declined to participate further in the deliberations of the Civil Service Committee on this legislation. Under the pressure from you, and the use of proxies, most of the provisions in the bill were approved by the Civil Service Committee today. I did not vote, as it was evident you had collected enough proxies to control the committee.

I want to do complete and entire justice to the civilian personnel of the Government, but I feel, also, that the utmost consideration should be given at this time to increases in compensation which, if adopted, may be regarded as a standard for private business enterprise at a time when many wage-increase requests are pending.

If the 20-percent blanket increase is adopted, according to the testimony of the Civil Service Commission, it will mean approximately a 45-percent increase since 1941, while the estimated increase in the cost of living during that period has been about 30 percent. A 15-percent basic increase was made in all Government salaries on July 1, a little more than 4 months ago.

We should remember, too, that continued increases in wages add to inflation and raise the cost of living. I believe that a fair and equitable increase should be made in proportion to the increased cost of living. I regret you closed the sessions of the committee without an opportunity to work out the details of such a bill.

I further think that the question of a graduated scale of increases instead of a blanket increase, as proposed, should be considered so as to benefit more the employees in the lower brackets, as the need to meet the increased cost of living exists there to a greater extent than in the higher salaries.

I am not willing to participate in the deliberations of any committee wherein the chairman is unwilling to permit full hearings, consideration, and discussion of any pending legislation.

In addition to refusing the request from the members of the committee to examine the heads of bureaus as to their reduction in personnel, I was denied, also, an opportunity to discuss and put in the record of the hearings a number of questions I had asked the Civil Service Commission respecting a comparison of the

Federal retirement plan with those of industrial corporations, including a comparison of the annual leave, sick leave, and other items of like character.

I have always believed that the orderly and logical way to handle intricate legislation of this kind is in committee, but, in view of your attitude, I and other members of the committee who feel as I do have no other recourse except to present our views to the Senate as a whole.

Cordially yours,

HARRY BYRD.

STATEMENT TO THE CHAIRMAN BY SENATOR HICKENLOOPER

NOVEMBER 15, 1945.

HON. SHERIDAN DOWNEY,
*Chairman, Senate Civil Service Committee,
 Senate Office Building, Washington 25, D. C.*

DEAR SENATOR DOWNEY: May I take this opportunity of expressing my present position with respect to S. 1415 so far as the hearings on the bill are concerned and the vote in committee on reporting this bill to the Senate with the further request that this letter be printed as a part of the report on the bill.

S. 1415, a bill to increase the rates of compensation of officers and employees of the Federal Government, was introduced by you on September 10, 1945. No similar bill has as yet been introduced in the House of Representatives, and it is to be noted that the bill does not have any provision for an effective date when these proposed increases shall be made.

On November 2, 1945, the chairman commenced hearings on this bill and these hearings were held almost daily thereafter until and including this date when the bill was voted upon by the committee. I attended all of these hearings, with the exception possibly of one, and at the cost of postponement of other pressing duties, because of the tremendous and far-reaching importance of this proposed legislation on our whole economic and public employment system.

While this bill, S. 1415, in itself applies only to the classified civil-service employees, who constitute about two-fifths of the Federal pay roll, nevertheless, any equitable action on this bill would be, in all fairness, considered as an indicator of action that should be taken insofar as the other three-fifths of the Federal employees are concerned. There are at this time approximately 3,600,000 civilian employees on the Federal pay roll.

This legislation also would have vast repercussions throughout the entire field of private employment.

The witnesses called before the committee evidently composed an agenda selected in advance by the chairman and I know of no member of the committee who was consulted in advance with respect to any witnesses that that member individually might care to summon. The witnesses were, almost exclusively, Government employees and heads of departments who devoted the bulk of their detailed testimony to the needs for substantial increases in the higher salary brackets of Government employment. A minimum of testimony was heard with respect to the needs of the lower salaried employees in Federal service.

During the course of these hearings, Senator Byrd vigorously advanced the idea that Government employment is several times in excess of the actual needs and that it has increased to such proportions that it is ominous and dangerous from a financial and governmental standpoint. With these suggestions of Senator Byrd, I find myself in complete accord. Senator Byrd also vigorously advanced his ideas that the question of regional cost of living should be fairly inquired into in fixing pay scales of such far-reaching importance as contemplated in this bill. I agree with Senator Byrd that such inquiries should have been made in order to develop the facts.

Approximately a week ago and while the hearings were in progress, I was present at a conference between Senator Byrd and the chairman, at which Senator Byrd stated that he had a list of some 30 or 40 witnesses that he desired to call before the committee for the purpose of inquiring into the policies of Federal administrators in reducing unnecessary Government employment and in putting Government service and activity upon a reasonably efficient basis. It is my recollection of that conference that the chairman assured Senator Byrd that he would be accorded that opportunity, which I believe is and should be a right and even a duty of each member of the committee.

The agenda of witnesses sponsored, I believe, by the chairman, was concluded at the end of last week. Senator Byrd again requested the right to subpoena

certain witnesses, a list of whom he presented, and this was a subject of considerable discussion by the committee in closed session. Today, before final action was taken by the committee, Senator Byrd again requested, and in fact moved that he be permitted to produce witnesses, which he again designated, for the purpose of examining into the plans and programs for reducing unnecessary Federal employment and the establishment of efficiency in Government service. I believe this motion was not only proper but that it is and should be the right of a committee member and that the field of inquiry in which these witnesses would have been interrogated is pertinent to the question of adequate and proper pay for Government personnel.

As stated above, Senator Byrd was forced to put this in the form of a motion to the committee. On the motion the chairman voted the proxies of enough absent members, none of whom had consistently attended these hearings to defeat it.

Immediately following the defeat of the Byrd motion, the chairman called up the question of reporting S. 1415 to the Senate. On this vote I passed. It was evident that the chairman had sufficient blanket proxies to carry the motion and report the bill. I passed my vote for two reasons:

1. I am not opposed to sound and equitable readjustments of the Federal pay scale and I believe that some adjustment should be made. Therefore, I could not cast my vote against this bill because I would not want it to be interpreted as being an opposition vote to consideration of fair adjustment of Federal pay.

2. I passed my vote also in protest against what I believe to be the arbitrary denial to a member of the committee of a definite right to produce witnesses on important legislation.

I believe that S. 1415 is going to the Senate from the Civil Service Committee as a bill recommending tremendous and far-reaching public expenditures of money that will eventually cost the American people, if passed in its present form, well over \$1,000,000,000 additional each year. This bill has not had adequate or reasonable investigation. Its recommendation to the Senate is now based upon hearings representing only one portion of the economics and public welfare involved.

Very truly yours,

B. B. HICKENLOOPER.

○

Calendar No. 749

79TH CONGRESS
1ST SESSION

S. 1415

[Report No. 742]

IN THE SENATE OF THE UNITED STATES

SEPTEMBER 20 (legislative day, SEPTEMBER 10), 1945

Mr. DOWNEY introduced the following bill; which was read twice and referred to the Committee on Civil Service

NOVEMBER 15 (legislative day, OCTOBER 29), 1945

Reported by Mr. DOWNEY, without amendment

A BILL

To increase the rates of compensation of officers and employees of the Federal Government.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That each of the existing rates of basic compensation pro-
4 vided by section 13 of the Classification Act of 1923, as
5 amended and supplemented, is hereby increased by 20
6 per centum. Such augmented rates shall be considered to
7 be the regular basic rates of compensation provided by such
8 section.

9 (b) The increase in existing rates of basic compen-
10 sation provided by this section shall not be construed to

1 be an "equivalent increase" in compensation within the
2 meaning of section 7 (b) (1) of the Classification Act of
3 1923, as amended.

4 SEC. 2. Each of the existing basic rates of compen-
5 sation provided by the Act entitled "An Act to adjust the
6 compensation of certain employees in the Customs Service",
7 approved May 29, 1928, as amended and supplemented,
8 and those provided by the second paragraph of section 24
9 of the Immigration Act of 1917, as amended and supple-
10 mented, are hereby increased by 20 per centum. Such
11 augmented rates shall be considered to be the regular basic
12 rates of compensation provided by such section.

13 SEC. 3. (a) Section 501 of the Federal Employees Pay
14 Act of 1945 is amended by inserting before the period at
15 the end of the first sentence thereof a comma and the fol-
16 lowing: "plus 20 per centum of his basic compensation as
17 increased by the foregoing percentages".

18 (b) Section 521 of such Act is amended by inserting
19 before the period at the end of the first sentence thereof a
20 comma and the following: "plus 20 per centum of his basic
21 compensation as increased by the foregoing percentages".

22 (c) Sections 502 and 522 of such Act are hereby
23 repealed.

24 SEC. 4. (a) Basic rates of compensation specifically
25 provided by statute (including any increase therein by rea-

1 son of the provisions of section 602 (b) of the Federal
2 Employees Pay Act of 1945) for offices or positions in the
3 executive branch or the District of Columbia municipal gov-
4 ernment which are not increased by any other provision
5 of this Act are hereby increased by 20 per centum; and each
6 such augmented rate shall be considered to be the regular
7 basic rate of compensation.

8 (b) The provisions of this section shall not apply to
9 (1) elected officials; (2) employees of the District of Co-
10 lumbia municipal government whose compensation is fixed
11 by the District of Columbia Teachers' Salary Act of 1945,
12 as amended; (3) officers and members of the Metropolitan
13 Police or of the Fire Department of the District of Columbia;
14 (4) officers and employees in the field service of the Post
15 Office Department; (5) officers and members of the United
16 States Park Police and the White House Police.

17 SEC. 5. There are hereby authorized to be appropriated
18 such sums as may be necessary to carry out the provisions
19 of this Act.

79TH CONGRESS
1ST SESSION

S. 1415

[Report No. 742]

A BILL

To increase the rates of compensation of officers
and employees of the Federal Government.

By Mr. DOWNEY

SEPTEMBER 20 (legislative day, SEPTEMBER 10), 1945

Read twice and referred to the Committee on
Civil Service

NOVEMBER 15 (legislative day, OCTOBER 29), 1945

Reported without amendment

79TH CONGRESS
1ST SESSION

S. 1415

IN THE SENATE OF THE UNITED STATES

DECEMBER 3 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. DOWNEY to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, viz: At the end of the bill insert a new section as follows:

1 SEC. 6. (a) The compensation of Senators, Representa-
2 tives in Congress, Delegates from the Territories, and the
3 Resident Commissioner from Puerto Rico shall be at the
4 rate of \$15,000 per annum each; and the compensation of
5 the Speaker of the House of Representatives and the Vice
6 President of the United States shall be at the rate of \$20,000
7 per annum each.

8 (b) There shall be paid to each Senator, after December
9 31, 1945, an expense allowance of \$2,500 per annum to

1 assist in defraying expenses related to or resulting from the
2 discharge of his official duties, to be paid in equal monthly
3 installments.

4 (c) Each Senator is authorized to appoint an executive
5 assistant, who shall perform such duties as may be prescribed
6 by the Senator by whom he is appointed and shall be paid
7 compensation at the rate of \$9,000 per annum. The provi-
8 sions of section 501 of the Federal Employees Pay Act of
9 1945 shall not be applicable to persons appointed pursuant
10 to this subsection.

AMENDMENT

Intended to be proposed by Mr. Downey to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

DECEMBER 3 (legislative day, OCTOBER 29), 1945
Ordered to lie on the table and to be printed

79TH CONGRESS
1ST SESSION

S. 1415

IN THE SENATE OF THE UNITED STATES

DECEMBER 3 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. DOWNEY to the bill (S. 1415)
to increase the rates of compensation of officers and employees of the Federal Government, viz: At the end of the bill insert the following:

1 SEC. 7. The following salaries shall be paid to the
2 several judges hereinafter mentioned in lieu of the salaries
3 now provided by law, namely:

4 To the Chief Justice of the United States the sum of
5 \$25,500 per year.

6 To each of the Associate Justices of the Supreme Court
7 of the United States the sum of \$25,000 per year.

8 To each of the judges of the several circuit courts of
9 appeals, including the chief justice and the associate justices

1 of the United States Court of Appeals for the District of
2 Columbia, the sum of \$17,500 per year.

3 To the presiding judge of the United States Court of
4 Customs and Patent Appeals, and to each of the associate
5 judges thereof, the sum of \$17,500 per year.

6 To the chief justice of the Court of Claims, and to each
7 of the judges thereof, the sum of \$17,500 per year.

8 To each of the judges of the several district courts, in-
9 cluding the associate justices of the District Court of the
10 United States for the District of Columbia and the judges
11 in Puerto Rico, Hawaii, and Alaska exercising Federal juris-
12 diction, the sum of \$15,000 per year. To the chief justice
13 of the District Court of the United States for the District
14 of Columbia the sum of \$15,500 per year.

15 To each of the judges of the United States Customs Court
16 the sum of \$15,000 per year.

17 All of said salaries shall be paid in monthly installments.

18 SEC. 8. The basic compensation of the heads of execu-
19 tive departments shall be at the rate of \$20,000 each. The
20 basic compensation of under secretaries and assistant secre-
21 taries of executive departments, the Solicitor General, the
22 Assistant to the Attorney General, assistant attorneys gen-
23 eral, assistant postmaster general, the heads of independent
24 establishments, and persons serving full-time as compensated
25 members of independent boards, commissions, or other inde-

1 pendent agencies, shall be at the rate of \$15,000 per annum
2 each. The rates fixed by this section shall not be subject
3 to the provisions of section 4 of this Act.

4 SEC. 9. (a) Section 13 of the Classification Act of
5 1923, as amended, is hereby further amended by striking
6 out those parts thereof which relate to grade 9 of the pro-
7 fessional and scientific service and grade 16 of the clerical,
8 administrative, and fiscal service, and substituting therefor,
9 respectively, the following:

10 "PROFESSIONAL AND SCIENTIFIC SERVICE

11 "Grade 9 in this service shall include all classes of posi-
12 tions the duties of which are (1) to serve as the head of a
13 professional or scientific bureau (or similar organization
14 commensurate with first subdivisions of executive depart-
15 ments) where the position, considering the kind and extent
16 of the authorities and responsibilities vested in it, and the
17 scope, complexity, and degree of difficulty of the activities
18 carried on, is of a very high order among the whole group
19 of positions of heads of such professional or scientific bu-
20 reaus or organizations of the Government; or (2) to serve
21 as the associate and alternate to the head of such a pro-
22 fessional or scientific bureau or organization where the posi-
23 tion of the head thereof is allocated to grade 10 of this
24 service and authorities and responsibilities covering the full
25 scope of the organization's activities are vested in the asso-

1 ciate's position; or (3) with independent action on profes-
2 sional or scientific matters, individually or with trained
3 assistants, to plan and direct or to plan and execute pro-
4 fessional or scientific programs of exceptional difficulty,
5 responsibility, and national significance, requiring profes-
6 sional or scientific experience of a quality which demonstrates
7 exceptional leadership and attainments in professional or
8 scientific research, practice, or administration; or (4) as
9 consulting specialist, employed on a part-time or intermittent
10 basis, to furnish for final executive action expert authoritative
11 advice on exceptionally difficult and important professional
12 or scientific problems or policies; or (5) to perform pro-
13 fessional or scientific work of equal difficulty, responsibility,
14 and value.

15 "The annual rates of compensation for positions in this
16 grade shall be \$12,000, \$12,500, \$13,000, \$13,500, and
17 \$14,000.

18 "Grade 10 in this service shall include all classes of
19 positions the duties of which are (1) to serve as the head
20 of a professional or scientific bureau (or similar organization
21 commensurate with first subdivisions of executive depart-
22 ments) where the position, considering the kind and extent
23 of authorities and responsibilities vested in it, and the scope,
24 complexity, and degree of difficulty of the activities carried
25 on, is exceptional and outstanding among the whole group

1 of positions of heads of such professional and scientific
2 bureaus or organizations of the Government; or (2) with
3 independent action on professional or scientific matters, indi-
4 vidually or with trained assistants, to plan and direct or to
5 plan and execute frontier or unprecedented professional or
6 scientific programs of outstanding difficulty, responsibility,
7 and national significance, requiring professional or scientific
8 experience of a quality which demonstrates outstanding lead-
9 ership and attainments in professional or scientific research,
10 practice, or administration; or (3) as consulting specialist,
11 employed on a part-time or intermittent basis, to furnish for
12 final executive action expert authoritative advice on the most
13 novel and unusually difficult and important professional or
14 scientific problems or policies; or (4) to perform professional
15 or scientific work of equal difficulty, responsibility, and value.

16 "The annual rate of compensation for positions in this
17 grade shall be \$15,000.

18 "CLERICAL, ADMINISTRATIVE, AND FISCAL SERVICE

19 "Grade 16 in this service shall include all classes of
20 positions the duties of which are (1) to serve, in case pro-
21 fessional or scientific training is not required, as the head of
22 a bureau (or similar organization commensurate with first
23 subdivisions of executive departments) where the position,
24 considering the kind and extent of the authorities and re-

1 responsibilities vested in it, and the scope, complexity, and
2 degree of difficulty of the activities carried on, is of a very
3 high order among the whole group of positions of heads of
4 such bureaus or organizations of the Government; or (2) to
5 serve as the associate and alternate to the head of such a
6 bureau or organization where the position of the head thereof
7 is allocated to grade 17 of this service and authorities and
8 responsibilities covering the full scope of the organization's
9 activities are vested in the associate's position; or (3) with
10 independent action on specialized, technical, fiscal, or ad-
11 ministrative matters, individually or with trained assistants,
12 to plan and direct or to plan and execute specialized, tech-
13 nical, fiscal, or administrative programs of exceptional diffi-
14 culty, responsibility, and national significance, requiring ex-
15 perience of a quality which demonstrates exceptional leader-
16 ship and attainments in specialized, technical, fiscal, or ad-
17 ministrative work; or (4) as consulting specialist, employed
18 on a part-time or intermittent basis, to furnish for final
19 executive action expert authoritative advice on exceptionally
20 difficult and important specialized, technical, fiscal, or ad-
21 ministrative problems or policies; or (5) to perform special-
22 ized, technical, fiscal, or administrative work of equal diffi-
23 culty, responsibility, and value.

24 "The annual rates of compensation for positions in this

1 grade shall be \$12,000, \$12,500, \$13,000, \$13,500, and
2 \$14,000.

3 "Grade 17 in this service shall include all classes of
4 positions the duties of which are (1) to serve, in case pro-
5 fessional or scientific training is not required, as the head of
6 a bureau (or similar organization commensurate with first
7 subdivisions of executive departments) where the position,
8 considering the kind and extent of the authorities and re-
9 sponsibilities vested in it, and the scope, complexity, and
10 degree of difficulty of the activities carried on, is exceptional
11 and outstanding among the whole group of positions of heads
12 of such bureaus or organizations of the Government; or (2)
13 with independent action on specialized, technical, fiscal, or
14 administrative matters, individually or with trained assist-
15 ants, to plan and direct or to plan and execute frontier or
16 unprecedented specialized, technical, fiscal, or administra-
17 tive programs of outstanding difficulty, responsibility, and
18 national significance, requiring experience of a quality which
19 demonstrates outstanding leadership and attainments in spe-
20 cialized, technical, fiscal, or administrative work; or (3) as
21 consulting specialist, employed on a part-time or intermit-
22 tent basis, to furnish for final executive action expert
23 authoritative advice on the most novel and unusually diffi-
24 cult and important specialized, technical, fiscal, or adminis-

1 trative problems or policies; or (4) to perform specialized,
2 technical, fiscal, or administrative work of equal difficulty,
3 responsibility, and value.

4 "The annual rate of compensation for positions in this
5 grade shall be \$15,000."

6 (b) No position in the departmental or field service
7 subject to the compensation schedules of the Classification
8 Act of 1923, as amended, shall be allocated to grade 9 or
9 grade 10 of the professional and scientific service or to grade
10 16 or grade 17 of the clerical, administrative, and fiscal
11 service, nor shall any officer or employee be paid any com-
12 pensation by reason of such allocation, unless and until the
13 position concerned has been finally allocated to such grade
14 by the Civil Service Commission.

15 (c) Any position in the departmental or field service
16 of the executive branch of the Federal Government or in
17 the District of Columbia municipal government, for which
18 basic compensation is specifically prescribed by statute of
19 Congress, and which is allocable to grade 9 or 10 of the
20 professional and scientific service or grade 16 or 17 of the
21 clerical, administrative, and fiscal service, as established by
22 this Act, may upon recommendation of the head of the depart-
23 ment or agency concerned, be allocated by the Civil Service
24 Commission in accordance with the Classification Act of
25 1923, as amended, to the appropriate one of such grades.

1 Such allocations thereafter shall determine the basic com-
2 pensation of the position. The provisions of this subsection
3 shall not apply to (1) elected officials; (2) officials to whom
4 section 8 of this Act applies; (3) employees of the District
5 of Columbia municipal government whose compensation is
6 fixed by the District of Columbia Teacher's Salary Act of
7 1945, as amended; (4) officers and members of the Metro-
8 politan Police or of the Fire Department of the District
9 of Columbia; (5) officers and employees in the field service
10 of the Post Office Department; (6) officers and members of
11 the United States Park Police and the White House Police.

AMENDMENT

Intended to be proposed by Mr. Downey to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

DECEMBER 3 (legislative day, OCTOBER 29), 1945
Ordered to lie on the table and to be printed

79TH CONGRESS
1ST SESSION

S. 1415

IN THE SENATE OF THE UNITED STATES

DECEMBER 3 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. DOWNEY to the bill (S. 1415)
to increase the rates of compensation of officers and employees of the Federal Government, viz: At the end of the bill insert a new section as follows:

1 SEC. 10. (a) There is hereby created a commission
2 to be known as the "Federal Wage Commission" which
3 shall be composed of five persons appointed by the Presi-
4 dent. Members of the Commission shall be paid compen-
5 sation at the rate of \$12,000 per annum and shall be
6 reimbursed for travel, subsistence, and other necessary
7 expenses incurred by them in the exercise of the functions
8 of the Commission, except that no member of the Commis-
9 sion who is otherwise receiving compensation as an officer

1 or employee of the United States shall be entitled to receive
2 compensation as a member of the Commission.

3 (b) It shall be the duty of the Commission to make
4 a full and complete investigation with respect to salary and
5 wage rates payable under existing law to officers and em-
6 ployees in or under the executive branch of the Government,
7 and to report to the President and to the Congress at the
8 earliest practicable date the results of its study and investi-
9 gation, together with its recommendations concerning any
10 necessary modifications in or revision of the Federal salary
11 and wage structure.

12 (c) The Commission is authorized to appoint and fix
13 the compensation of such officers and employees, and to
14 make such expenditures for facilities, supplies, and services,
15 as may be necessary to carry out its functions.

16 (d) The Commission shall cease to exist thirty days
17 after the date of filing of the reports required under subsec-
18 tion (b).

AMENDMENT

Intended to be proposed by Mr. DOWNER to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

DECEMBER 3 (legislative day, OCTOBER 29), 1945
Ordered to lie on the table and to be printed

S. 1415

IN THE SENATE OF THE UNITED STATES

DECEMBER 3 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

AMENDMENTS

Intended to be proposed by Mr. DOWNEY to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, viz: At the proper place in the bill insert the following new section:

1 SEC. 11. (a) Section 3 (a) of the Civil Service Retirement Act of May 29, 1930, as amended, is amended by
2 striking out “, except elective officers and heads of executive
3 departments”.

5 (b) Such Act, as amended, is further amended by adding
6 after section 3 the following new section:

7 “SEC. 3A. Notwithstanding any other provision of this
8 Act—

9 “(1) This Act shall not apply to any elective officer
10 or head of an executive department until he gives notice in

1 writing to the disbursing officer by whom his salary is paid
2 of his desire to come within the purview of this Act. Such
3 elective officers and heads of executive departments, if serv-
4 ing as such elective officers or heads of executive depart-
5 ments, as the case may be, on the date of enactment of this
6 section, shall give such notice within six months after such
7 date of enactment, and if not serving as such elective officers
8 or heads of executive departments on such date of enact-
9 ment, shall give such notice within six months after first
10 taking the oath of office as such an elective officer or head
11 of an executive department after such date of enactment.

12 “(2) No elective officer or head of an executive depart-
13 ment shall be entitled to retire and receive an annuity
14 under this Act until the sum of the amounts deducted and
15 withheld from the basic salary, pay, or compensation of
16 such officer or head of an executive department under this
17 Act, together with any amounts deposited by him to the
18 credit of the civil-service retirement and disability fund as
19 provided in section 9 of this Act, is \$2,500 or more.

20 “(3) Any elective officer or head of an executive de-
21 partment may, when he gives notice of his desire to come
22 within the purview of this Act, also give notice that he
23 desires to be subject to the provisions of this paragraph.
24 In the case of any such elective officer or head of an execu-
25 tive department who gives notice of his desire to be subject

1 to the provisions of this paragraph, (A) the amount to
2 be deducted and withheld from his basic salary, pay, or
3 compensation under this Act shall, so long as he is subject
4 to the provisions of this Act, be 10 per centum of such basic
5 salary, pay, or compensation in lieu of the 5 per centum
6 otherwise provided, (B) the amounts required to be de-
7 posited under section 9 in order to obtain credit for past
8 service shall be twice the amounts specified in such section,
9 (C) such elective officer or head of an executive depart-
10 ment shall not be entitled to retire and receive an annuity
11 under this Act until the sum of the amounts deducted and
12 withheld from his basic salary, pay, or compensation under
13 this Act, together with any amounts deposited by him to
14 the credit of the civil-service retirement and disability fund
15 as provided in section 9 of this Act, is \$5,000 or more,
16 and (D) the amount of the annuity payable to such officer
17 under the provisions of this Act (other than section 10)
18 shall be twice that otherwise payable under such provisions:
19 *Provided*, That the amount of the annuity payable to any
20 officer entitled to an annuity under this subsection who has
21 rendered at least ten years of service as an elective officer
22 or head of an executive department shall not be less than
23 50 per centum of the amount of his annual basic salary at
24 the date of the termination of such service if such service
25 is terminated after he has attained the age of sixty, or less

1 than the amount of his annual basic salary at the date of
2 the termination of such service if such service is terminated
3 after he has attained the age of seventy; and any such officer
4 who shall have rendered at least twenty years of service as
5 an elective officer or head of an executive department may,
6 without regard to age, elect to retire and be paid an im-
7 mediate annuity, in lieu of any other annuity to which he
8 may be entitled under this Act, equal to 50 per centum of
9 the amount of his annual basic salary at the date of retire-
10 ment.

11 “(4) Nothing in section 1 (c) of this Act (relating
12 to retirement at the request of the heads of departments)
13 shall be applicable with respect to elective officers.

14 “(5) No provision of this or any other Act relating
15 to automatic separation from the service shall be applicable
16 to any elective officer or head of an executive department.”

17 (c) Section 7 (a) of such Act, as amended, is amended
18 by adding at the end thereof the following new sentence:
19 “Any officer or employee who becomes separated from the
20 service by reason of the expiration of a term for which he
21 was elected or appointed shall be deemed to have been
22 involuntarily separated from the service.”

AMENDMENTS

Intended to be proposed by Mr. Downer to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

DECEMBER 3 (legislative day, October 29), 1945
Ordered to lie on the table and to be printed

S. 1415

IN THE SENATE OF THE UNITED STATES

DECEMBER 3 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. DOWNEY to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, viz: On page 3, between lines 16 and 17, insert a new section as follows:

- 1 SEC. 5. The foregoing provisions of this Act shall not
- 2 operate to increase any basic rate of compensation of
- 3 \$10,000 or more, or to increase any basic rate of compensa-
- 4 tion to a rate in excess of \$10,000.

AMENDMENT

Intended to be proposed by Mr. DOWNER to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

DECEMBER 3 (legislative day, OCTOBER 29), 1945
Ordered to lie on the table and to be printed

OFFICE OF BUDGET AND FINANCE
Legislative Reports and Service Section

79th-1st, No.215

DIGEST OF PROCEEDINGS OF CONGRESS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE
(Issued December 6, 1945, for actions of Wednesday, December 5, 1945)

(For staff of the Department only)

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HIGHLIGHTS: Senate passed UNRRA-appropriation measure. House began debate on UNRRA-authorization bill. House committee reported full-employment bill. Senate made Federal-pay-bill its order of business.

SENATE

1. UNRRA APPROPRIATIONS. Passed as reported H.J.Res. 266, providing \$550,000,000 additional for UNRRA (pp. 11636-43). Agreed to committee amendments to strike out the language requiring surplus agricultural commodities, as determined by the Secretary of Agriculture, to be utilized in filling UNRRA requisitions for food and agricultural commodities, and to strike out the "free press" provision.
Sens. McKellar, Glass, Hayden, Tydings, Russell, Overton, Brooks, Bridges, Gurney, and Ball were appointed conferees (p. 11643).
2. PHILIPPINE REHABILITATION. Passed with amendments S. 1610, to provide for rehabilitation of the Philippines (pp. 11644-50).
3. FEDERAL-PAY BILL. Agreed to Sen. Downey's (Calif.) motion to make S. 1415, the Federal-pay bill, the next order of business (pp. 11631-2, 11650-1).
obtained consent
4. MISSOURI VALLEY AUTHORITY. Sen. Langer, N.Dak., to submit his views on S. 555, the MVA bill (S.Rept. 639, pt. 2)(p. 11632).
5. MISSISSIPPI RIVER COMMISSION. Commerce Committee reported favorably the nomination of Col. Clark Kittrell to be a member of the Mississippi River Commission (p. 11652).

HOUSE

6. UNRRA AUTHORIZATION. Began debate on H.R. 4649, to increase appropriation authorization for UNRRA from \$1,350,000,000 to \$2,700,000,000 (pp. 11659-98).
Rep. Stefan, Nebr., discussed development of a new non-profit organization to furnish food to relatives and friends in foreign countries and inserted

farmers' organizations' letters favoring foreign relief (pp. 11666-8).

Rep. Douglas, Calif., commended UNRRA's food-distribution and school-lunch program in Italy and elsewhere (pp. 11678-81, 11684-6).

Rep. Rabaut, Mich., discussed dairy products, wheat, and cotton as related to UNRRA's program (p. 11682).

Rep. Gordon, Ill., discussed estimated food needs as predicated on the next agricultural-production crop year (pp. 11686-7).

Rep. Flood, Pa., commended the UNRRA relief program and discussed farm-production programs in foreign countries (pp. 11688-90).

Rep. Sadowski, Mich., commended shipments to Poland of food, farm equipment, fertilizers, seed, and farm animals (pp. 11695-6).

7. FULL EMPLOYMENT. The Expenditures in the Executive Departments Committee reported with amendment S. 380, the full-employment bill (p. 11704).

8. SURPLUS PROPERTY. Rep. Rich, Pa., spoke urging that the Surplus Property Administrator be given "the power to dispose of...surplus property" (p. 11658).

BILLS INTRODUCED

9. SMALL BUSINESS. S. Res. 199, by Sen. Murray, Mont., to increase the limit of expenditures of the Senate Small Business Committee by \$187,000. To Audit and Control Committee. (p. 11633.)

10. PERSONNEL. H. J. Res. 284, by Rep. Tolan, Calif., to amend the Employees' Compensation Act for the purpose of making the 100-percent earning provisions effective as of Jan. 1, 1942. To Judiciary Committee. (p. 11705.)

ITEMS IN APPENDIX

11. FOREIGN LOANS. Extension of remarks of Rep. White, Idaho, opposing loans to Britain; criticizing some publications, which he inserted, for supporting the loans; and including some statistics on lend-lease and British resources (pp. A5683-6).

12. TURKEYS. Extension of remarks of Rep. Angell, Oreg., including Frank Barton's Portland, Oregonian article, describing the Oregon turkey crop (p. A5687).

13. FARM ORGANIZATIONS; FARM PROGRAM. Extension of remarks of Rep. White, Idaho, commending farm organizations and including Idaho Farmers Union resolutions favoring surplus-commodity disposal to farm cooperatives, establishment of a Columbia Valley Authority, and agriculture on a parity with other industries, and opposing the Springston dam which will "flood...farm land" (pp. A5687-9).

14. COLUMBIA VALLEY AUTHORITY. Rep. Angell, Oreg., inserted Richard Neuberger's favoring, and Robert Sawyer's opposing, Sunday Oregonian articles on this subject (pp. A5691-5).

15. FOREIGN RELIEF. Extension of remarks of Rep. Pittenger, Minn., favoring foreign relief but criticizing UNRRA administration (pp. A5700-1).

16. PRICE CONTROL. Rep. Lane, Mass., inserted some correspondence favoring price control to avert inflation (p. A5707).

BILL APPROVED BY THE PRESIDENT

17. ACCOUNTING. H. R. 4350, to provide for the liberalization of the existing law



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of America

Congressional Record

PROCEEDINGS AND DEBATES OF THE 79th CONGRESS, FIRST SESSION

Vol. 91 WASHINGTON, WEDNESDAY, DECEMBER 5, 1945 No. 215

Senate

(Legislative day of Monday, October 29, 1945)

The Senate met at 12 o'clock meridian, on the expiration of the recess.

The Chaplain, Rev. Frederick Brown Harris, D. D., offered the following prayer:

Our Father God, who amidst all the traffic of our busy ways leadest our steps to this noontide sanctuary of the spirit, take Thou the dimness of our souls away; open our hearts that, facing our tasks with Thee, we may be of a quiet mind. A quenchless desire cries out within us that only Thyself canst satisfy. Without Thee we can find no light, nor rest, nor strength. Like men who turn from dusty toil to crystal streams, like those who raise their eyes from foul and narrow city streets to the snow-clad whiteness of mountain peaks and to the steadfast calm of the friendly stars, so do we lift our gaze to the infinite sky of Thy mercy and to the beckoning hills of Thy help, as we link our hopes for all humankind to Thee who seest our little troubled hour as one to whom a thousand years are but as one day.

We ask it through riches of grace in Christ Jesus our Lord. Amen.

THE JOURNAL

On request of Mr. HILL, and by unanimous consent, the reading of the Journal of the proceedings of the calendar day Tuesday, December 4, 1945, was dispensed with, and the Journal was approved.

MESSAGES FROM THE PRESIDENT— APPROVAL OF BILLS

Messages in writing from the President of the United States were communicated to the Senate by Mr. Miller, one of his secretaries, and he announced that the President had approved and signed the following acts:

On December 4, 1945:

S. 1308. An act to amend article 6 of the Articles for the Government of the Navy.

On December 5, 1945:

S. 1364. An act to provide for the compromise and settlement by the Secretary of the Navy of certain claims for damage to property under the jurisdiction of the Navy Department, to provide for the execution of releases by the Secretary of the Navy upon payment of such claims, and for other purposes.

CORRECTION OF THE RECORD

Mr. MILLIKIN. Mr. President, I rise to invite attention to an error in yesterday's RECORD. On page 11571, in the second column, the following language appears:

The PRESIDING OFFICER. Without objection, the clerk will read section 2 (d) as proposed to be amended.

The Chief Clerk read as follows:

"(d) The President may also appoint from time to time such other persons as he may deem necessary to represent the United States in the organs and agencies of the United Nations at such salaries, not to exceed \$12,000 each per annum, as he shall determine: *Provided*, That the advice and consent of the Senate shall be required for the appointment of any person to represent the United States in the Economic and Social Council or in the Trusteeship Council of the United Nations, or the principal representative in such other specialized agencies as may be established by the United Nations Organization if the person so appointed is not at the time of such appointment a Member of the Senate or House of Representatives of the United States or an officer of the United States who shall have been appointed by and with the consent of the Senate."

The part of what I have read which is in error is as follows:

If the person so appointed is not at the time of such appointment a Member of the Senate or House of Representatives of the United States or an officer of the United States who shall have been appointed by and with the advice and consent of the Senate.

The engrossed bill as it will go to the House does not contain this error. Under the bill as it will go to the House, the language of section 2 (d) is correctly stated as follows:

(d) The President may also appoint from time to time such other persons as he may deem necessary to represent the United States in the organs and agencies of the United Nations at such salaries, not to exceed \$12,000 each per annum, as he shall determine: *Provided*, That the advice and consent of the Senate shall be required for the appointment of any person to represent the United States in the Economic and Social Council or in the Trusteeship Council of the United Nations, or the principal representative in such other specialized agencies as may be established by the United Nations Organization.

I bring this error to the attention of the Senate so that the permanent RECORD may eliminate it and show the correct amendment as adopted by the Senate.

The PRESIDENT pro tempore. The correction will be made as requested by the Senator from Colorado.

LEAVE OF ABSENCE—AMENDMENT TO UNRRA BILL

Mr. WHERRY. Mr. President, I ask unanimous consent to be excused for the remainder of the session today. I have official business to take care of in committee.

The PRESIDENT pro tempore. Is there objection? The Chair hears none, and the Senator from Nebraska is excused.

Mr. WHERRY. Mr. President, while I am on my feet, I should like to make a statement regarding the consideration of the joint resolution appropriating additional funds for the United Nations Relief and Rehabilitation Administration. I have an amendment which I intended to offer. In the event that consideration of the joint resolution has been concluded before I return to the floor, I should like to say to the Members of the Senate that I shall not offer the amendment, because I have been assured by my esteemed colleague from Tennessee, the acting chairman of the Appropriations Committee, and President pro tempore of the Senate, that the matter covered by the amendment will be discussed in conference and that the conferees will decide whether or not they will submit it to a vote of the Senate.

REQUEST FOR CONSIDERATION OF FEDERAL PAY BILL

Mr. DOWNEY. Mr. President, I ask unanimous consent that upon completion of action on the UNRRA appropriation measure and the Philippine appropriation bill, Senate bill 1415, the Federal pay bill, shall become the unfinished business of the Senate.

The PRESIDENT pro tempore. Is there objection?

Mr. WHITE. Mr. President, I shall feel constrained to object to any unanimous-consent agreement being entered

into at this time. I think there ought to be at least a quorum call and a substantially larger membership upon the floor before any agreement is made as to the legislative program.

Mr. DOWNEY. Very well. I cheerfully accede.

The PRESIDENT pro tempore. Did the Chair understand the Senator from Maine to make the point that there was not a quorum present?

Mr. WHITE. I objected to the unanimous-consent request and one of the reasons I assigned—there are other reasons—was that there is not a quorum now present.

PROPOSED PROVISION RELATING TO AN EXISTING APPROPRIATION FOR PUBLIC HEALTH SERVICE (S. DOC. NO. 118)

The PRESIDENT pro tempore laid before the Senate a communication from the President of the United States, transmitting a proposed provision relating to an existing appropriation for the Public Health Service, Federal Security Agency, as an amendment to House Document 364, which, with the accompanying paper, was referred to the Committee on Appropriations and ordered to be printed.

PETITION

The PRESIDENT pro tempore laid before the Senate a resolution adopted by the New York Federation of Chiropractors, Inc., Unit No. 2, Brooklyn-Richmond district, favoring the entry of certain Jews into Palestine and the establishment of a commonwealth in the Holy Land, which was referred to the Committee on Foreign Relations.

ENROLLED BILL PRESENTED

The Secretary of the Senate reported that on December 4, 1945, he presented to the President of the United States the enrolled bill (S. 1493) to authorize the head of the postgraduate school of the United States Navy to confer masters and doctors degrees in engineering and related fields.

REPORT OF COMMITTEE ON NAVAL AFFAIRS

Mr. WALSH, from the Committee on Naval Affairs, to which was referred the bill (S. 50) to permit settlement of accounts of deceased officers and enlisted men of the Navy, Marine Corps, and Coast Guard, and of deceased commissioned officers of the Public Health Service, without administration of estates, reported it with an amendment and submitted a report (No. 814) thereon.

PERSONS EMPLOYED BY COMMITTEES WHO ARE NOT FULL-TIME SENATE OR COMMITTEE EMPLOYEES

The PRESIDENT pro tempore laid before the Senate reports for the month of November 1945 from the chairmen of certain committees, in response to Senate Resolution 319 (78th Cong.), relative to persons employed by committees who are not full-time employees of the Senate or any committee thereof, which were ordered to lie on the table and to be printed in the RECORD, as follows:

UNITED STATES SENATE,
COMMITTEE ON BANKING AND CURRENCY,
December 1, 1945.

Hon. KENNETH McKELLAR,
President pro tempore of the Senate,
Senate Office Building,
Washington, D. C.

DEAR MR. PRESIDENT: Pursuant to Senate Resolution 319, I am transmitting herewith a list of employees of the Senate Banking and Currency Committee who are not full-time employees of the Senate. Included with this list is the name and address of each such employee, the name and address of the department paying the salary of such employee, and the annual rate of compensation for each such employee.

Respectfully yours,
ROBERT F. WAGNER,
Chairman, Banking and
Currency Committee.

SENATE BANKING AND CURRENCY COMMITTEE

Name of individual	Address	Name and address of Department or Agency by whom paid	Annual rate of compensation
Bertram Gross	613 South Quincy St., Arlington, Va.	Reconstruction Finance Corporation	\$8,750
Doris Plippen	40 Plattsburg Court NW., Washington, D. C.	Navy Department	2,650
Eve Zidel	24-C Crescent Rd., Greenbelt, Md.	Reconstruction Finance Corporation	2,650

¹ Temporarily borrowed from Surplus Property Subcommittee (S. Res. 129).

SPECIAL COMMITTEE TO STUDY AND SURVEY PROBLEMS OF SMALL BUSINESS ENTERPRISES

DECEMBER 1, 1945.

To the Senate:

The above-mentioned committee hereby submits the following report showing the

names of persons employed by the committee who are not full-time employees of the Senate, or of the committee for the month of November 1945, in compliance with the terms

of Senate Resolution 319, agreed to August 23, 1944:

Name of individual	Address	Name and address of department or organization by whom paid	Annual rate of compensation
Herman Edelsberg	2141 Suitland Terrace SE., Washington, D. C.	Foreign Economic Administration, Washington, D. C.	\$7,175
Harry J. Evans	3010 Gainesville St. SE., Washington, D. C.	Reconstruction Finance Corporation, Washington, D. C.	7,175
F. Preston Forbes	502 Four Mile Rd., Alexandria, Va.	Commerce Department, Washington, D. C.	7,175
Scott K. Gray, Jr.	119 Joliet St. SW., Washington, D. C.	Reconstruction Finance Corporation, Washington, D. C.	5,390
Stella J. Groeper	1127 Branch Ave. SE., Washington, D. C.	do	2,980
Lt. George H. Soule	4020 Beecher St. NW., Washington, D. C.	Navy Department, Washington, D. C.	2,400
L. Evelyn Spicer	1708 Kilbourne Pl. NW., Washington, D. C.	Reconstruction Finance Corporation, Washington, D. C.	3,090
Fredk. W. Steckman	4000 Cathedral Ave. NW., Washington, D. C.	Maritime Commission, Washington, D. C.	5,600
Margie L. Struhel	4632 12th St. NE., Washington, D. C.	Reconstruction Finance Corporation, Washington, D. C.	2,320
Allen G. Thurman	9729 Bexhill Drive, Rock Creek Hills, Md.	Maritime Commission, Washington, D. C.	7,175

JAMES E. MURRAY, Chairman.

MISSOURI VALLEY AUTHORITY—VIEWS OF MR. LANGER (PT. 2 OF REPT. NO. 639)

Mr. LANGER. Mr. President, I ask unanimous consent to file the individual views of myself as a member of the Committee on Irrigation and Reclamation on the bill (S. 555) to establish a Missouri Valley Authority to provide for unified water control and resource development on the Missouri River and surrounding region in the interest of the control and prevention of floods, the promotion of navigation and reclama-

tion of the public lands, the promotion of family-type farming, the development of the recreational possibilities and the promotion of the general welfare of the area, the strengthening of the national defense, and for other purposes.

The PRESIDENT pro tempore. Without objection, the views will be received and printed.

BILL INTRODUCED

A bill and joint resolution were introduced, and the bill was read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. WILSON (for himself and Mr. HICKENLOOPER):

S. 1660. A bill to revive and reenact the act entitled "An act creating the City of Clinton Bridge Commission and authorizing said commission and its successors to acquire by purchase or condemnation and to construct, maintain, and operate a bridge or bridges across the Mississippi River at or near Clinton, Iowa, and at or near Fulton, Ill.," approved December 21, 1944, to the Committee on Commerce.

(Mr. McKELLAR reported an original joint resolution (S. J. Res. 125) making an appropriation for contingent expenses of the Sen-

DIGEST OF PROCEEDINGS OF CONGRESS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE
(Issued December 7, 1945, for actions of Thursday, December 6, 1945)

(For staff of Department only)

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HIGHLIGHTS: House passed UNRRA-authorization bill. House Rules Committee cleared the full-employment bill. President approved the corporation-control bill. Rep. Phillips criticized OPA's citrus-fruit-price policy. Sens. Downey and Hickenloper discussed comparisons of Federal salaries and farm and other incomes.

HOUSE

1. UNRRA AUTHORIZATION. Passed, 327-39, with amendments H.R. 4649, to increase appropriation authorization for UNRRA from \$1,350,000,000 to \$2,700,000,000 (pp. 11746-74). Agreed to Rep. Harter's (Mass.) amendments favoring action to persuade recipients of UNRRA aid to agree to various matters, including publication of their trade and barter agreements, and providing for a "free press" policy (pp. 11750-70).
2. MONOPOLIES; CREDIT UNIONS; COOPERATIVES. Rep. Voorhis, Calif., spoke on "A New Economy," criticizing monopolies, describing credit unions, and commending farmers' cooperatives (pp. 11775-9).
3. CITRUS-FRUIT PRICES. Rep. Phillips, Calif., criticized OPA's citrus-fruit-price policies, and claimed that OPA figures are not "reliable" (pp. 11781-2).
4. FULL-EMPLOYMENT BILL. The Rules Committee reported a resolution for consideration of S. 380, the full-employment bill (p. 11784).
5. PRICE CONTROL. Rep. Ramey, Ohio, criticized propaganda urging Congress to support continuation of OPA's price control program (pp. 11782-3).

SENATE

6. FEDERAL PAY BILL. Sens. Downey, Calif., and Hickenloper, Iowa, discussed S. 1415, the Federal-pay bill, comparing Federal salaries with the cost-of-living and with farm and other incomes (pp. 11739-42).
7. FARM PROGRAM. Sen. Austin, Vt., inserted Vt. Farm Bureau resolutions favoring

the St. Lawrence Seaway project, additional soil-conservation districts, subsidy payments on farm products, revision of parity formula on dairy and poultry products, full use of credit unions, and development of cooperatives (p.11708).

8. NOMINATION. The Banking and Currency Committee reported favorably the nomination of Maple T. Harl to be a member of the FCIC Board of Directors (p. 11743).

9. RUBBER. Sen. Langer, N.Dak., inserted a Bottineau County (N.Dak.) Farmers' Union resolution opposing exportation of tires (p. 11708).

10. RECLAMATION. Sen. Langer, N.Dak., inserted a N.Dak. Water Conservation Commission resolution recommending changes in operating levels of the Garrison Dam (p.11708).

11. FOREIGN LOANS. Sen. Moore, Okla., urged liquidation of RFC loans to Britain before additional loans are made (pp. 11714-6).

BILL INTRODUCED

12. PERSONNEL; RETIREMENT. H.Res. 447, by Rep. Ramspeck, Ga., providing for the consideration of H.R.4199, to extend the existing contributory system of retirement benefits to elective officers and heads of executive departments. To Rules Committee. (p. 11734.)

ITEMS IN APPENDIX

13. FARM PROGRAM. Rep. LeCompte, Iowa, inserted Union County(Iowa) Farm Bureau resolutions favoring appropriations for secondary roads, weed control, State supervision of inspection of institutions serving farmers, rural electrification, appropriations sufficient to carry out REA programs, continuation of Federal farm programs, and extension work in rural communities (pp. A5712-3).

14. HOUSING. Rep. Biemiller, Wis., inserted Price Administrator Bowles' statement supporting H.R. 4761, by Rep. Patman, to check inflation on housing costs (pp. A5709-11).

Rep. Lane, Mass., inserted a Mass. Federation of Labor's resolution favoring the Wagner-Ellender housing bill, S. 1592 (p. A5719).

Rep. Biemiller, Wis., inserted Milwaukee and Racine city council resolutions favoring S. 1592, the housing bill (pp. A5723-4).

15. FULL-EMPLOYMENT BILL. Rep. Judd, Minn., inserted W.J. Brons' Chicago Journal of Commerce article criticizing the "errors in Government unemployment predictions" and opposing the full-employment bill (p. A5711).

16. TRANSPORTATION. Rep. White, Idaho, inserted W. J. Hynes' (Boise, Idaho) letter favoring the Bulwinkle bill, H.R. 2536, to provide for approval of agreements between carriers (p. A5712).

17. HEALTH. Rep. Miller, Nabr., inserted an American Medical Assn. Journal editorial which "points out...fallacies" in the Murray-Wagner-Dingell health bills (pp. A5714-6).

18. FOREIGN RELIEF. Rep. Murphy, Pa., inserted Walter Lippmann's Washington Post article criticizing delay on the UNRRA-appropriation bill (p. A5718).

Rep. Smith, Maine, inserted Katharine F. Lenroot's (Children's Bureau, Labor Dept.) statement on foreign relief for children (pp. A5720-1).

Extension of remarks of Rep. Reed, N.Y., including a Washington Times-Herald article criticizing UNRRA administration (p. A5724).

Extension of remarks of Rep. Trimble, Ark., commending UNRRA programs (p. A5731).

for a vote on the committee amendment today, I will yield the floor for that purpose. If not, I myself have two amendments which I should like to have disposed of today.

Mr. KNOWLAND. I should like to ask the Senator from Maryland whether he would be willing to let the bill go over until tomorrow, in view of the small attendance present and the fact that, in my opinion, this is an important amendment and one which I believe should be thoroughly understood. If the amendment is to be pressed to a vote, I shall have to suggest the absence of a quorum.

Mr. MAGNUSON. I assure the Senator from California and the Senator from Maine that my amendments are very simple, and I think any senatorial mind will be able to understand them.

Mr. RADCLIFFE. I must say to the Senator from California, in answer to his suggestion, that I am somewhat embarrassed. The pending bill has its place today due to the courtesy of the senior Senator from California [Mr. DOWNEY], who yielded for that purpose. For me to agree to the bill going over until tomorrow—certainly I should want to do anything any Senator wanted me to do—would put me in an awkward situation with the senior Senator from California.

Mr. DOWNEY. It would be satisfactory to me for the bill to go over until 11 o'clock tomorrow, if Senators would try to dispose of it by noon, and I could make a very brief statement to the Senate this evening on the Federal pay bill. I should like to have Senators take to their comfortable homes, and consider over night, some very simple data I have to give them about the Federal employees. I think perhaps after they digest these data, along with a good meal, they may come back favorable to the Federal pay bill. So I should like to have opportunity this evening to make a brief address, of 15 or 20 minutes, on the Federal pay bill.

Mr. RADCLIFFE. Mr. President, will the Senator from Washington yield?

Mr. MAGNUSON. I yield.

Mr. RADCLIFFE. I appreciate greatly the courtesy of the Senator from California, who has been most helpful to us in disposing of the ship-sale bill, which is most urgent. Every day we postpone action we lose opportunities, perhaps, of disposing of some of our ships.

I am not in a position to state what time we are to meet tomorrow, nor am I in a position to say how quickly we will get through with the bill, but if the Senator desires that the bill be displaced, or whatever the necessary parliamentary procedure should be—

Mr. HILL. Mr. President, will the Senator from Washington yield?

Mr. MAGNUSON. I yield.

Mr. HILL. Of course, it is not necessary to displace the pending bill to enable the Senator from California to speak on his bill. As the distinguished Senator knows, there is no rule of germaneness among the rules of the Senate. Any Senator can speak on anything he desires to discuss, and there is nothing to prohibit the Senator from California talking on his bill at any time he may get the floor.

Mr. RADCLIFFE. Mr. President, let me say to the Senator from California that the plan which he has in mind is perfectly agreeable to me, and that I shall not attempt to secure action on the pending bill today, but it will be our intention to bring the bill up tomorrow as soon as the Senate reconvenes.

Mr. HILL. I do not think we can agree to meet at 11 o'clock tomorrow. There are a number of important committees meeting tomorrow morning, and I do not think we can meet tomorrow before the regular hour, 12 o'clock.

Mr. RADCLIFFE. If the rather indefinite statement I have made in regard to the matter is agreeable to the Senator from California, I will gladly add that I shall not ask for any further action today, either on the bill or on any amendment.

Mr. DOWNEY. Of course, Mr. President, I would not press my request. What the acting majority leader has just said I know is a correct statement. If the bill, then, is to go over until tomorrow, I should like to detain the Senate for only 15 or 20 minutes this evening in order to make a very brief statement in reference to certain data I have prepared for the information of Senators.

Mr. HILL. Will the Senator from Washington yield?

Mr. MAGNUSON. I yield.

Mr. HILL. I hope the distinguished Senator from California, if he has a real speech he wants to make on the bill, will proceed and speak at this time, not necessarily limiting himself to 15 minutes. I do not think the Senate should recess in 15 minutes, when we consider the fact that there are two bills we are seeking to dispose of, the bill in charge of the Senator from Maryland, the ship sales bill, and the bill of the Senator from California, the pay bill. I do not think we should take any action now which would commit us to taking a recess in 15 minutes. We should put the rest of the day to good use.

Mr. DOWNEY. Then, if the Senator from Washington will yield the floor, I should like to proceed.

Mr. MAGNUSON. Before I yield, I should like to submit three amendments to the ship sales bill, and request that they be printed so that they will be available tomorrow, with the understanding with the Senator from Maryland that none of these amendments will be voted upon or discussed until tomorrow.

Mr. RADCLIFFE. Of course, I have no control over what Senators will discuss; but so far as I am concerned, I shall not ask for any action on the amendments or on the bill today.

Mr. MAGNUSON. I yield the floor to the Senator from California.

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES

Mr. DOWNEY obtained the floor.

Mr. LANGER. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. LANGER. The pay bill is one of the most important bills that has come before the Senate affecting employees for a long time. I do not think the Senator

from California should discuss it unless there is a quorum present.

Mr. DOWNEY. I do not wish to have a quorum called this evening.

Mr. LANGER. The pay bill is very important.

Mr. DOWNEY. I appreciate the Senator's suggestion and attitude very much, but I might say to the distinguished Senator that we might not be able to get a quorum at all; and even if we did, I do not know that my eloquence would hold it very long.

Mr. LANGER. Then would not the Senator rather proceed tomorrow?

Mr. DOWNEY. No; I should rather speak this evening, to leave certain data with the Senators who are now present.

The PRESIDING OFFICER. The Senator from California has the floor.

Mr. DOWNEY. Mr. President, the Federal pay bill is Senate bill 1415, and, stated very briefly, it would increase by 20 percent all the wage rates of the workers in the administrative branch of the Government. It would also make some increases in the pay of legislative employees, and the increases would likewise affect the members of the Cabinet and the heads of commissions and departments. I shall not make a more particular and detailed explanation of the persons who will be affected by the bill than what I have already said, since later in the debate there will be extended discussion as to the categories which will be affected.

I am glad to have the attention of the Senators who are present this evening, so that I may tell them why I think it is the imperative duty of every Senator thoroughly to understand the issues and problems involved in this particular bill.

For the purpose of the discussion I wish to divide the Federal employees into two categories, first those whom I might denominate as in the lower income brackets, and then those who are in the higher brackets. I have arbitrarily taken an annual salary of \$2,341, and arbitrarily placed those drawing below that figure in the low-income group, and those drawing above it in the higher income group.

First, I wish categorically to say, and I wish to show to Senators, that those employees who are in the lower categories, as well as the other Federal employees, have been the least liberally and fairly dealt with among all pay groups in the United States, except perhaps Members of Congress. Compared with profits on business, compared with farm income, compared with wages of industrial workers, we have allowed the Federal workers to lag far behind, so that their present real pay, because of the increased cost of living, is far below what it would be necessary to give them in order to make it equivalent to the wage they were earning in 1941.

Mr. President, I may perhaps seem somewhat emotional over this subject. I realize, I want to say to the distinguished Senators present, that if we are now paying these Federal employees as much as we fairly can, judged by the productive power of the Nation, and judged by what other comparable wage earners are receiving, of course then the

fact that the great majority of Federal workers are leading bleak and desperate lives, on the verge of insolvency and despair, cannot make any difference. But if we have allowed such a condition to develop that these workers in the lower categories are placed in a condition of insolvency and insecurity unjustly, as compared with other workers in the Nation, then, Mr. President, we have indeed the imperative duty to proceed as rapidly as we can to make adjustments.

I have prepared a very brief chart which I ask to have passed out to all Senators present. I do this not ironically, but sadly enough, with entire accuracy to show the sad story of a Government worker in Washington, D. C., in 1945. This data reads as follows:

Under present pay schedules, 75 percent of the Federal workers in the classified list receive less than \$2,341 annually. The average pay of this 75 percent group is \$1,896 annually—\$158 monthly.

In the testimony as to the financial condition of Government workers last spring several concrete cases were presented. We have several concrete cases this time. I have unhappily spend time during the last 2 or 3 months interviewing probably 50 governmental workers in this category, and I discovered that the cases which were given in the record are typical and correct. I discovered the further fact, that married couples in Washington today on the average have to pay \$60 a month rent if they furnish their apartment, but the utilities are provided. Some fortunate people may secure an apartment for \$50 or \$55 a month, and some may have to pay \$65 or \$70. But on an average most couples in Washington have to pay \$60 a month for their rent.

Their food costs them about a dollar a day apiece, and this case includes male workers who buy their own lunch out of their cash money at noon, when they are at work, and do not take lunch with them.

The streetcar fare, passes for the two, comes to a little more than \$12.50 a month.

The workers' retirement annuity payment, which must be made, comes to \$8.50.

The taxes of one man with a dependent, on the average salary of \$158 monthly, amounts to \$16.50.

The total for rent, food, streetcar fare, retirement, and taxes is \$157.50. That is about the imperative average necessary expense for those items alone here in the city of Washington for a married couple.

After paying for the items listed above, the worker making \$158 monthly has 50 cents a month left for the following: medical expenses, clothes, telephone, movies, newspapers and magazines, savings, drugs, laundry, insurance, interest, vacations, and for the having of a baby, if the couple is willing to in a bleak and dreary world such as this.

The truth is that this group is now going into debt to the loan sharks, some of them, and some of them rapidly sacrificing what little bonds and savings they may have had.

Meanwhile we have so delayed the raising of their pay that their real pay in real buying power is substantially less than it was in 1941. In other words, out of all great groups in America we have allowed this group to have its pay severely cut to a point where, as I know from personal conversations, a great majority of workers in Washington as the holiday season approaches are facing bleak despair.

It is true that this typical case which I have taken, a couple without a baby, is the mean of the cases. There are certain more fortunate employees, such as the young women workers of the Capital, who out of their salary have to provide for only one. Their taxes are almost double. Their retirement annuity is the same. Proportionately food and lodgings cost them more, but many girls room together, two or three or four at a time, in order to get by. And alas and alack, I find that perhaps half of these young women, not married, living alone here in Washington, are contributing to an aged parent or some dependent brother. Indeed, I recall the case of a woman from Atlanta, Ga., who appeared before our committee, and whose story nauseated me. I do not know how it affected other Senators. But she was contributing \$25 a month to her mother in Atlanta, Ga. She was her sole support. Here was a woman of 55, a humble Government worker, seeking work at night to become a stenographer, still with hope and fire in her heart. Well, her budget showed, I think, 40 or 50 cents cash, and there was vital need of medical attention, and an operation that she could not have. She had no money for amusements or clothes or drugs or savings.

I challenge any Senator to deny the validity of these figures. They are made up out of 50 case histories which I will willingly submit to the Senate whenever they want narrated the unhappy, harrowing details of conditions existing in this Capital itself.

I have said that the average young single woman is more fortunate than the couple portrayed in this chart. But on the other hand there are yet more tragic and terrible cases. They are the cases of married Government workers with one, two, three, or four children. We had the financial budget of two such Government workers, one living, as I recall, in Alexandria and the other in New York City. One was a young veteran back from the war. So long as he had the 30 percent added to his pay because of overtime he was able to manage, but with that stripped away, with a wife and four children to support, as I remember, on \$168 a month, he is facing insolvency and despair so immediately that I wonder he can continue in his job.

Mr. President, if the American Nation is so unfertile in its farms, and so lacking in machinery and capital and technique that our workers must live on the ragged edge of starvation, that is one thing, but I do not believe that to be true. I think we have the productive power in America, in our fertile fields and miraculous factories, to produce a decent subsistence living for all our citizens.

Mr. President, I have had placed on each Senator's desk a series of charts containing data which I think are very relevant and very interesting. I will not bore Senators with a lot of complicated figures, but let me say that between 1929 and 1941 the technical genius and labor of America increased the output per man-hour in manufacture from a base of 100 to 142.7. In other words, in 11 or 12 years the genius of America increased productive output in factories per hour by more than 42 percent.

The national income as a whole, including service trades and farmers as well as industrial workers, increased, I think, about 25 percent.

The Federal worker has not had his pay changed since 1927, except for one increase and one decrease in the depression period. That did not alter the general result. So the Federal worker gained no benefit by an increase in productivity of 25 or 30 percent in the Nation, and neither did the poor unfortunate Member of Congress.

What became of that increase to 142 percent? The average hourly earnings in manufacturing went from a base of 100 to 126.1. Industrial prices went down to only 97.2. So over that period of time prices remained practically stable, and profits accounted for about 15 percent of the increase. From 1927 to 1941, in spite of an ever-developing productivity, the Federal worker, including Members of Congress, received no benefit from the increasing productivity of the land.

I have placed below that chart another story which should appeal to everyone, because it picks up in 1940 and goes through to 1944, showing what was happening in the Nation. The latest figures released by the Government indicate that we have now officially taken the position that between January 1, 1941, and the present time, the cost of living has gone up 33 points. For sometime we were erroneously figuring it at 30 percent. So far as I know it is now admitted by all economists and yesterday it was officially proclaimed by Judge Collett, that 33 percent is the correct figure. I have a letter from the Bureau of Labor Statistics, which has developed the statistics, showing the same conclusion. So over the period of time from January 1, 1941, to the present time, the cost of living has gone up 33 percent.

If we take the profit return on investment, which means the net worth of corporations and unincorporated societies, and take the period from 1936 to 1939 as the base, we find that in 1940 the profit return on investment before payment of taxes was 191 in 1940, 359 to 1941, 417 in 1942, 485 in 1943, and 476 in 1944. I do not believe that those figures are quite fair, because we levied very heavy taxes against profits. So let us take the increase in corporate profits over the 4- or 5-year period, in terms of percentage.

By 1944, after paying taxes, profits were 246 percent of those in the normal period. During nearly all this period the Federal worker did not receive one cent of increase. While corporate profits were steadily going up he was working overtime for the first year or two, and was

not even paid for the overtime. He was later paid time and one-twelfth, and for 2 or 3 months time and a half.

We come next to the increase in net farm income. Of course, there is a joker in these figures, because the net income of farmers was very low in the base period. However that may be, the average net income per farm proprietor advanced from a base of 100 to 293. I am not complaining because of that. Our farmers went through dreary, terrible years, and they were entitled to make a good profit. I am not in any way complaining about those profits, nor am I complaining about the profits which business men made. I am not criticizing anything except our failure to keep ourselves and our own groups at least within hailing distance of the other groups.

Mr. HICKENLOOPER. Mr. President, will the Senator yield?

Mr. DOWNEY. Let me finish this statement.

Mr. HICKENLOOPER. I do not want the Senator to get away from the farmers.

Mr. DOWNEY. I will let the Senator come back to the farmers.

Of course, the most accurate comparison is that of Federal workers with other workers. Profits and farm income are not wholly comparable with the wages of Federal workers, but wages of industrial workers are. Let us see what happened to them.

In 1940 they were 105 plus; in 1941, 117; in 1942, 139. At that time we had not added one dollar to the income of our Federal workers, although the cost of living had increased 30 percent by that time. By 1943 the figure representing wages of industrial workers was 161; in 1944, 173. Thirty percent of that was due to overtime, about 19 percent to upgrading, and perhaps 30 percent to increases in basic wages.

I now yield to the Senator from Iowa.

Mr. HICKENLOOPER. Perhaps I should not impose on the Senator, but he is calling attention to some rather startling statistics which I shall try to go into at a later time. He singled out farmers particularly. I wish to call his attention to the fact that in the base period farmers were not doing very well. They were at a particularly low economic level. Therefore, 150 percent or 200 percent of practically a subsistence wage did not amount to too much of a dollar increase in their net income. In other words, 100 percent of nothing is not very great. Later I shall try to discuss the figures to which the Senator has referred.

Mr. DOWNEY. The Senator does not have to discuss them, so far as I am concerned. I have already stated what he has just stated. However, I must say that, at least so far as California is concerned, I believe that the farmers of California have been very prosperous during the last 4 years. I am very happy over it. They had it coming to them, and to whatever extent I helped to bring about that result, I am glad. I do not think I can claim any great amount of credit, but if I could, I should like to do so. I am certainly glad to see the farmer made prosperous. In California, at least, the farmers have been paying off

their debts and putting money into bonds. They have savings accounts ready to buy machinery. I hope that situation will continue. I do not know whether it will.

We have now seen what we did for the other groups. The total amount of increase in industrial pay was about 73 percent. At the time of Pearl Harbor the Federal worker was on a 39-hour week. That is important. That figure will come up later. He was not on a 40-hour week, but a 39-hour week.

Immediately after Pearl Harbor most of the Government employees began to work overtime, but most of them did not receive any compensation for overtime. I believe a few workers in the Army and Navy did. Federal workers worked through 1941 without any compensation for overtime, with the cost of living going up. They worked through 1942. It was not until 1942 that we passed the temporary-overtime-pay bill. We re-enacted that law in 1943. It did not provide compensation for overtime, except to the extent of time-and-one-twelfth. There was a ceiling of \$2,980, and the increase did not affect anyone receiving a salary in excess of \$5,000. So it was a most curtailed and self-limiting measure.

That law remained in effect until 1945. In the spring of that year a bill was introduced granting pay increases for overtime to Federal workers. I believe the bill as originally introduced provided for an increase of 20 percent. The Government made objection to the 20-percent increase because it was claimed that the increase would be in violation of the Little Steel formula. The distinguished Senator from Iowa and the distinguished Senator from Virginia were instrumental in suggesting a plan under which the 16-percent increase which was given, within the Little Steel formula, was distributed to a greater extent to workers in the lower-paid categories than to those in the higher-paid groups. We finally worked out a plan under which wages were increased 20 percent on the first \$1,200, 10 percent on the bracket from \$1,200 to \$4,600, and 5 percent on the bracket from \$4,600 to \$10,000. So the person receiving \$1,200 or \$1,500 obtained twice as much of an increase as the person receiving the highest salary.

That plan was very wise and generous. It was suggested by the Senator from Virginia and the Senator from Iowa, and all of us readily acquiesced in it. I was very unhappy that the Government held the increase down to 16 percent, because the cost of living had increased about 35 percent. While we were relieving the workers to some extent, most of the workers were working from 4 to 8 hours overtime, at practically straight time. They received some additional money. The only thing that saved the Federal workers during the past 2 or 3 years was the fact that they were enabled to work 44 to 48 hours a week.

Our committee and the Senate rejected the true overtime-pay formula, but the House of Representatives wrote it into the bill and we accepted it in conference. For 2 or 3 months the workers of Washington were in good

financial condition because, by virtue of the 48-hour week and the 30 percent thereby added, they were getting much higher pay than they had ever previously received.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. BYRD. I think the Senator should make clear that before that time-and-a-half true overtime pay became operative it was canceled, except for the Army and the Navy, by the issuance of an Executive order reducing the work-week to 44 hours.

Mr. DOWNEY. I shall be glad to stand by that statement. Of course, Mr. President, the great bulk of the workers were employed by the Army and the Navy. The other workers were receiving time-and-a-half pay for the extra 4 hours of work. I am very glad to have the Senator correct me on that point.

Consequently, Mr. President, the average basic increase of pay for Federal workers has been only 15.9 percent; let us call it 16 percent. Senators who may be opposed to the increase now under consideration—although I hope none will be opposed to it, for it is urgently needed—will point out that the average annual earnings of Federal employees have increased, not the 16 percent of the basic raise, but 21.3 percent. Such distinguished Senators think that is a factor which should be taken into account and should be used as a basis for denying Federal workers the increased pay which I personally favor.

Mr. President, how does it occur that while the basic pay increased only 16 percent, the average annual earnings increased 21.3 percent? Three factors enter into that situation. In 1942 we granted an increase—it was substantial, perhaps 5 or 10 percent; I have forgotten the exact amount—to the custodial employees, bringing all of them up to \$1,200 a year, I believe, and granting some increases in limited categories. That increase resulted in a 1 percent average increase over the whole pay schedule. It may be that in determining what Federal workers in Washington should be paid, we should go back and take into account the 1 percent increase which brought certain custodial employees, principally male employees, up to a minimum of \$1,200 a year.

Prior to 1945 in the civil service there were within-grade advancements. If an employee did his duty properly and if he was in the lower brackets, every 18 months he received an increase in the magnificent sum of \$5 a month, or \$60 a year. If he would stay in Government employ for 7 long years, efficient and faithful, he might hope to receive at the end of that time \$300 more than he was receiving at the beginning. If the worker was in the upper brackets, he could receive a somewhat greater increase, although not very much, but instead of taking 18 months to obtain it, it would take him 30 months to do so.

In the last pay bill we reduced the time for within-grade advancements from 30 months and 18 months, respectively, down to 18 months and 12 months. We do not know how the last within-grade rules have affected the pay

schedule because not sufficient time has elapsed to enable us to measure it. But over the course of the period from 1941 to 1945, those slow, minute, humble within-grade raises brought a few workers up \$25 or \$50 or some other small amount a year. The total effect upon the average pay schedule was 2½ percent. Some distinguished Senators will argue very strenuously and sincerely that those within-grade increases must again be counted against all employees and must be taken into consideration.

In addition, there is what is called upgrading. It amounted to approximately 2 percent on the average. For instance, a janitor might have been about to quit his job, and in order to keep him in the Government service, perhaps he would be up-graded and would be called a custodian, or perhaps a custodian would be up-graded and called a superior, or something of the sort. In private industry, which many persons love to compare to the Government service, the up-grading amounted to 19 percent. In the Federal Government it was held down to about 2 percent. I would say that if the Army, the Navy, and other Government agencies vitally needing workers gave way to their desire to obtain workers only to the extent of affecting the general average 2 percent, I think the Civil Service and other Government agencies should be congratulated. At any rate, all the figures—both those for private employers and those for private employees—indicate that in private industry the up-grade increases amounted to 19 percent, as compared with 2 percent in the Government service.

So we have an average increase by upgrading of 2 percent, a 1-percent increase for custodial and other workers, and perhaps a 2½-percent increase in the case of within-grade advancements, making a total of 5.4 percent. Some Senators will eloquently and fervently argue that in determining what we shall do in the case of arriving at the proper pay for Federal workers, we must figure, not that they received a pay increase of approximately 6 percent, but that they have had an annual average increase of 21.3 percent. I should say that a Government employee who remained in Washington for four or five long years and gained an extra \$5 or so in his pay check because of greater seniority and experience should not be charged with it at this date. Likewise let me say that I am very firmly of the opinion that the upgrading which occurred in the Government service during the war years has now been reversed. I judge that by the hundreds of complaints which I have received from workers who are being downgraded.

Mr. President, I shall not delay the Senate longer tonight, if we may now have an adjournment or take a recess.

Mr. SMITH. Mr. President, will the Senator yield for a question?

Mr. DOWNEY. Yes; I am happy to yield.

Mr. SMITH. I have been very much interested in listening to the Senator's discussion. I should like to ask a question in connection with it. I have been engaged in the conference committee which is considering the Government re-

organization bill, which contemplates a study by the President of all Government bureaus, agencies, and so forth, and looks forward to the reduction of the number of Government employees in those agencies. I wonder whether it would be more appropriate to consider the proper compensation for the body of employees which the Government will have after those reductions are made, rather than to make these advancements at this time, when there are on the pay roll so many persons who may not continue to be there. Or is the Senator trying to do justice for something which he considers has been wrong in the past?

Mr. DOWNEY. Oh, no. In the first place, I wish to say that in my opinion the Federal workers have been wrongfully and inequitably treated up to the present time. Their net pay is greatly below what it was in 1941, and I think such treatment is far from equitable. The Federal workers need the proposed increases in order to enable them to pay for food, clothing, and medical care. A man cannot wait for a year to let his wife have any kind of operation or to buy her sufficient food. Some say we should let the Federal workers wait a year or 2 years. But, Mr. President, they do not have enough to live on; and it is clear they are being unjustly dealt with, because of every great group of workers in the United States, they are the most poorly paid.

Mr. President, let me say something else which I am sure will greatly appeal to the very high commercial ability of the distinguished Senator from New Jersey. Every week, now, hundreds of workers are leaving the Government service. In many cases they are the best workers we have. The Government now has more complicated and more important business than do all the great corporations in the United States combined, but we are not paying sufficient wages to the workers in the upper brackets to hold the number of good men we should have. Every department head tells the same story. Here is a man, for instance, receiving a salary of \$6,000. Perhaps he is one of the best men available for that work. He finds that in private industry he can receive \$7,500 or \$8,000, so he leaves the Government service and enters private industry. Here is a man who in private industry can receive \$15,000; so he does so. Perhaps he is one of the best men in the Government service.

Let me say to the distinguished Senator that we must act now. If we do not, if we wait until next spring or next summer, or perhaps if we never act, the Government will lose immeasurably in efficiency and in money by denying to these workers decent and adequate pay, judged by the most modest standards.

Let me also say to the distinguished Senator that if Senators wish to work at a salary which—in view of the fact that they must maintain two homes and must incur extra expenses, including travel expenses—is not sufficient for them to live on, that is their burden and their responsibility; but I do not think Senators have a right to wait 6 months or a year or 2 years before remedying the

unhappy situation of the great numbers of Government workers.

Mr. SMITH. Mr. President, I simply am raising the point of the very large number of bureaus and agencies which the Government has at the present time, and I am trying to get clear in my own mind whether the Senator is advocating an increase all the way through for the present enormous pay roll. I entirely agree that we should give adequate pay, whatever it may be, to all our workers, but it seems to me that at the present time we have far too many persons on the Government pay roll. I wonder whether we should not wait until we liquidate many of the Government agencies, before we determine what the increased pay should be.

Mr. DOWNEY. Mr. President, if the Senator will examine one of the graphs or tables to which I have referred, he will notice that the number of workers in the Army and Navy has already greatly declined. I do not know whether the Army and the Navy still have more workers than they need.

Mr. SMITH. That is my question, Mr. President. I wonder whether we still have more workers than we need. I do not wish to interrupt the distinguished Senator's argument with reference to what an individual should receive for the work which he performs. However, I am wondering if that is not an over-all problem to be considered when we consider the size of the Government's pay roll.

Mr. DOWNEY. Mr. President, today thousands of men in Government departments are working on that very problem. Every agency is making plans for reduction and demobilization. The primary responsibility, so far as the administration is concerned, is on the Bureau of the Budget. But we in Congress also have a responsibility. If there are more employees in the Government than there should be, we should do something to correct the situation. I may say that the primary responsibility, so far as the Congress is concerned, is on the Appropriation Committees of the House and of the Senate. I do not blame those committees. But if the condition is present about which complaint is made, it is because Congress has appropriated more money than it should. The distinguished Senator from Virginia [Mr. BYRD] has been the chairman of the joint committee of the two Houses of the Congress which has given the problem special attention during the past 3 years. If there is any responsibility, it is not on the poor unfortunate man receiving a salary of \$100 or \$175 a month, on which he is trying to support his wife and child or children. If we have been neglectful, and I do not think we have, the responsibility for the present swollen bureaucracy is on us, and on no one else.

Mr. SMITH. I am sure the Senator will agree that the entire subject is one which we must consider.

Mr. DOWNEY. Yes.

EXECUTIVE SESSION

Mr. BARKLEY. I move that the Senate proceed to the consideration of executive business.

DIGEST OF PROCEEDINGS OF CONGRESS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE
(Issued December 10, 1945, for actions of Friday, December 7, 1945)

(For staff of the Department only)

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HIGHLIGHTS: Senate debated Federal pay bill and recommitment bill providing for health programs for Government employees. House committee reported, and the Rules Committee cleared, bill to extend retirement benefits to elective officers and department heads.

SENATE

1. FEDERAL-PAY BILL. Continued debate on S. 1415, the Federal-pay bill (pp. 11791, 11796-803). Sen. Downey, Calif., discussed the bill's provisions and gave figures of various salaries (pp. 11796-802), and other members discussed this with him. Sens. Mead, N.Y., and Hickenlooper, Iowa, spoke in favor of the bill (pp. 11802-3).
2. PERSONNEL; HEALTH. Agreed to Sen. Hickenlooper's (Iowa) motion to recommit H.R. 2716, providing for health programs for Government employees (pp. 11792-6). Sen. Hickenlooper stated objection had been raised to the language pertaining to the health services and the degree to which they might be developed (p. 11793). Sen. Byrd, Va., criticized the provision "to establish a new agency in the Civil Service Commission and to give it administrative functions which now belong to the United States Employees' Compensation Commission" (p. 11796).
3. EXPORT-IMPORT BANK; PHILIPPINES. The Banking and Currency Committee reported without amendment H.R. 4683, to authorize the Export-Import Bank of Washington to extend its operations so as to include the Philippine Islands (S. Rept. 838) (p. 11789).
4. HOUSING; VETERANS. The Education and Labor Committee reported with amendments S.J. Res. 122, to amend the National Housing Act so as to authorize additional appropriations for providing housing for veterans (S. Rept. 839) (p. 11789). Sen. Johnson, S.C., spoke favoring S.J. Res. 122 and S. 1592, the Wagner-Ellender-Taft housing bill (p. 11803-6).
5. NOMINATIONS. The Interstate Commerce Committee reported favorably the nominations

of Wm. E. Lee and Wm. J. Patterson to be Interstate Commerce Commissioners (p. 11897).

Confirmed the nomination of Maple T. Harl to be a member of the FDIC Board of Directors (p. 11809).

6. REGIONAL AUTHORITIES; RECLAMATION. Sen. Johnson, Colo., inserted National Reclamation Assn. resolutions opposing the creation of regional authorities and urging appropriation of funds for reclamation projects already authorized (pp. 11787-9).
7. SURPLUS PROPERTY. Received Surplus Property Administration's report on Government-owned magnesium plants. To Military Affairs Committee. (p. 11785.)
8. PATENTS. Sen. Capehart, Ind., inserted an American Patent Law Assn. resolution urging return to Washington of the Patent Office examining corps (pp. 11786-7).
9. ADJOURNED until Mon., Dec. 10 (p. 11809).

HOUSE

10. PERSONNEL; RETIREMENT. The Civil Service Committee reported without amendment H.R. 4199, to extend retirement benefits to elective officers and heads of executive departments (H. Rept. 1343) (p. 11879). The Rules Committee reported a resolution for the consideration of this bill (p. 11875).
11. FULL-EMPLOYMENT BILL. The House Committee agreed to a substitute for this bill, S. 380 (see Digest 215), including the following amendments: Changed the short title from "Full Employment Act of 1945" to "Employment-Production Act, 1945." Struck out references to "full employment" and substituted "high levels of employment." Inserted a provision encouraging States to finance public works. Changed "Production and Employment Budget" to "annual economic report" by the President, which would include recommendations for legislation to deal with threatened deflation of inflation. Added a provision for a Council of Economic Advisers in the Executive Office of the President, to assist in the preparation of the economic report, to gather information on economic developments and trends, to make recommendations to the President on such matters, etc. Provided for a congressional "Joint Committee on the Economic Report," consisting of appropriations- and tax-committee members and individual members, to study the Report, study coordination of Federal programs involved, and issue a report as a guide to the regular congressional committees.
Rep. Outland, Calif., discussed religious leaders' views in favor of this bill (pp. 11867-71).
12. HOUSING. Received a Racine (Wis.) Common Council resolution favoring the Wagner-Elender-Taft housing bill, S. 1592 (p. 11879).
13. ADJOURNED until Mon., Dec. 10 (p. 11878). Majority Leader McCormack announced the program for this week as follows: Mon., H.R. 2536, the Bulwinkle bill on approval of agreements between carriers; Tues., H.R. 3937 and H.R. 32, to abolish NLRB; Wed., continuation of the Small Business committee; Wed., Thurs., and Fri., the full-employment bill; and conference reports as submitted (pp. 11811-2).

BILLS INTRODUCED

14. SURPLUS LANDS; RECLAMATION. S. 1672, by Sen. O'Mahoney, Wyo., to authorize the transfer to the Interior Department of surplus lands and property of Federal

vide for the sale of surplus war-built vessels, and for other purposes, is now before the Senate for consideration, and all of yesterday was devoted to a discussion of the bill. It has developed, however, that some of the Members of the Senate have not had an opportunity to study the bill carefully. It is a long bill, a technical one, and quite complicated.

Therefore, Mr. President, in response to the requests of several Senators, and also in order that there may be a better opportunity to give consideration to the bill over the week end, I ask that the bill be laid aside. It is my intention to ask that it be taken up again early next week.

The PRESIDENT pro tempore. Does the Senator from Maryland call for the regular order at the present time?

Mr. RADCLIFFE. I do.

Mr. MAGNUSON. Mr. President, will the Senator from Maryland yield?

Mr. RADCLIFFE. I yield.

Mr. MAGNUSON. Of course, I shall not object to the suggestion of the Senator from Maryland that the ship-sales bill be temporarily laid aside. I wish to compliment the Senator from Maryland. I know how anxious he is to have the bill passed by the Senate, and how important it is that action be obtained on it. The Senator from Maryland has worked on the bill for about 2 months, and it is a complicated measure and one which requires much study. I hope the Senate will bear with us so that we can get the bill passed.

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES

The PRESIDENT pro tempore. The regular order is called for. The Chair lays before the Senate the unfinished business, Senate bill 1415.

The Senate resumed the consideration of the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

Mr. DOWNEY. Mr. President, I wish to continue the discussion of the bill which is the unfinished business.

SPEECH BY PROFESSOR LASKI, AND THE PROPOSED LOAN TO GREAT BRITAIN

Mr. CAPEHART. Mr. President, will the Senator yield to me?

Mr. DOWNEY. I yield.

Mr. CAPEHART. Mr. President, it is with grave concern that I invite the attention of this body to philosophies of government recently expressed by the head of the dominant party in Great Britain—the party now in control of the government of that great nation.

I refer to a speech delivered on Monday of this week at the Hotel Astor in New York by Prof. Harold J. Laski, chairman of the British Labor Party. His position in relation to the party in control of the Government in England at the moment might be compared to that of the chairman of the Republican Party or the chairman of the Democratic Party. It might be more aptly compared to the position of Mr. Hannegan, who is chairman of the Democratic National Committee. While I have not been able to secure a complete copy of Professor Laski's speech, I wish to insert in the CONGRESSIONAL RECORD, at this

point, the most complete summary thereof I have been able to obtain from articles appearing in the following newspapers: The Washington Post of December 4 under the caption "End free economy or bring a third war, Laski declares"; from the Washington Times-Herald of December 6, an article with a Chicago date line under the heading "Kennedy calls Laski arrogant apostle of Red anarchy"; and from the Washington Daily News of December 4, under the heading "No nation fit for atom trust, Lasky asserts."

There being no objection, the articles were ordered to be printed in the RECORD, as follows:

[From the Washington Post]

END FREE ECONOMY OR BRING A THIRD WAR, LASKI DECLARES

NEW YORK, December 3.—Prof. Harold J. Laski, chairman of the British Labor Party, asserted tonight that free enterprise economies must be scrapped because they lead to war which, in the atomic age, would destroy civilization.

"There is no middle way," he contended. "Free enterprise and the market economy mean war; socialism and planned economy mean peace. All attempts to find a compromise are a satanic illusion. We must plan our civilization or we must perish."

Speaking in the Astor ballroom at a dinner closing the 3-day atom-bomb forum held by the National Associates, Professor Laski charged bluntly that even though atomic energy ultimately is no secret, American and British "great vested interests" are trying to keep the "secret" from Russia.

"You know the result—a halt to confidence and the rise of ugly suspicions about the imminent chances of a third world war," he said.

The 52-year-old British Labor chairman, a prolific and leftish writer and speaker, summarized in this way his answer to the challenge of the atom bomb:

"Every implication of this discovery means planned internationalism, economic, social, political. It is an international discovery. The planning of its application has been international. The organization of its future use must be international also. There is no nation state fit to be trusted with the development of atomic energy."

Professor Laski, a former lecturer at Harvard and Yale, making his first visit to the United States in 6 years, was emphatic in linking the atom bomb and future war problems to the project of getting rid of society "dominated by businessmen."

"It is clear to any honest observer," he said, "that a society dominated by businessmen could not be trusted to create the mental climate in which the development of atomic energy would be confined within the framework of peace. They would not give the common people the education because they fear its outcome."

"It is the businessman who has split our society into two—the political society and the economic society. They have made the policeman the sanction of the first, and the threat of starvation the sanction of the second."

"There is only one country in the world today where this dichotomy has been transcended. There is only one country, also, where science and technology can be developed without sacrificing the education of man and fearing the break-down of social well-being, or community consciousness."

"It is significant that only in the new world of Russia has the businessman ceased to count. It is also significant that one of the major preoccupations of the great vested interests is now to keep the 'secret'—which is no secret—from the knowledge of Russia."

[From the Washington Times-Herald]

KENNEDY CALLS LASKI ARROGANT APOSTLE OF RED ANARCHY—EX-ENVOY TO BRITAIN, RE- MINDS SOCIALIST CAPITALISTIC UNITED STATES SAVED BRITAIN TWICE

CHICAGO, December 5.—Joseph P. Kennedy, former Ambassador to Great Britain, tonight assailed Harold L. Laski, chairman of the British Labor Party, for his impertinence in suggesting that the United States should trade its system of free economy for some brand of socialism.

"How can Laski have the gall to assert that capitalism is dead when the British Empire has been saved twice in 30 years by the capitalistic United States?" asked Kennedy, who resigned his London post in 1941 after serving 4 years.

APOSTLE OF ANARCHY

"I know Laski, and he is an arrogant apostle of anarchy who has spent his time skuttling between Moscow, London, and New Haven peddling his particular brand of socialism."

Although denouncing Laski's theories, Kennedy warned that the United States is in danger of stumbling into some form of socialism or communism, the true nature of which the public has only the foggiest idea.

"Whether we keep our free economy or trade it for something about which we know very little is the big political issue ahead," he told an audience of 1,000 at a dinner meeting of the Economic Club of Chicago.

UP TO BUSINESSMEN

"It is up to businessmen to sell our economic system to the public," he asserted. "They must do as good a job on that as they do on their own products. Unless the advantages of our system over others is brought home to everyone there is no reason to believe that the trend toward more and more government will be checked."

Kennedy criticized business for delaying its complaints about Government policies until they have been put into effect. The only effective antidote for unsound Government policies is aggressive political action by businessmen as individuals, he said.

[From the Washington Daily News]

NO NATION FIT FOR ATOM TRUST, LASKI ASSERTS

National sovereignty, free enterprise, and market economy must go to assure peace in the atomic age, Prof. Harold L. Laski, chairman of the British Labor Party, announced last night, while priests, members of the Holy Name Society and Catholic war veterans picketed him at his New York hotel.

War is "the outcome of the exercise of governments of unlimited sovereignty," Laski said, and: "Socialism and planned economy mean peace."

He declared no nation is fit to be trusted with development of atomic energy, and demanded that secrecy be abolished.

Laski denounced British foreign policy and the economy of the United States—the direct road to serfdom—and spoke approvingly of Russia, because there the businessman has ceased to count.

The pickets were protesting an alleged slight to the church in a Laski radio speech several weeks ago.

Mr. CAPEHART. Preceding, as it does, the deliberations of this body concerning the authorization of a gigantic loan to Great Britain—a loan which, it is said will serve largely to stabilize the economy of the world, and, in particular, will save the British Empire from bankruptcy—the philosophy expressed by Professor Laski gives me much concern, and in my opinion should give

every Member of this great body much concern.

That would not be true were his statements those only of an individual British citizen, or those of a leader of a minority party in that nation, but the remarks I shall mention more specifically come from the head of the party now in control of the British Government—the same Government which we are now asked to save from bankruptcy.

Just what does the professor have to say concerning this Nation—our Nation—which is asked by his Government to be the Samaritan of the British Empire, and of the world. In the first place, as he is quoted by the New York Times, he criticizes our existing form of economy as “the direct road to serfdom.”

Frankly, I am surprised that the Professor's party—and his party is in control—would be so free as to request aid of an economy headed direct for serfdom, unless it be sought to hasten such slavery. Again, the professor states:

Free enterprise and the market economy mean war; socialism and planned economy mean peace. All attempts to find a compromise are a satanic illusion. We must plan our civilization or we must perish.

Of course, the United States has been troubled always by wild-eyed idealists who wish to tell us how to conduct our own business, and how poorly we have been conducting it. Nevertheless, it is to be noted that most of them, including the learned professor, like to receive the remunerative compensation derived from lecture tours and writing in this country.

The professor, strange to say, hinges any possible solution of what to do with the atomic bomb and the avoidance of future wars upon getting rid of society dominated by businessmen. He states:

It is clear to any honest observer that a society dominated by businessmen could not be trusted to create the mental climate in which the development of atomic energy would be confined within the framework of peace. They would not give the common people the education because they fear its outcome.

That is not all. The professor continues:

It is the businessman who has split our society into two societies—the political society and the economic society. They have made the policeman the sanction of the first, and the threat of starvation the sanction of the second.

It is not strange that this Nation—so dominated by businessmen, as the professor charges—should have done as well as it has to this date. Is it not fortunate for the British Empire that such businessmen were able to provide so many billions of dollars to save the Empire from destruction in the recent war? Is there not some significance to the fact that this Nation did, using the professor's own words “create the mental climate” necessary to building the greatest fighting force in the history of the world, and contributed so much to the winning of the struggle from which we have just emerged? Is it a mere coincidence that the same Nation—the United States, if you please—is taking the lead in creating the mental climate necessary for the protection and welfare

of the small nations of the world, and for the establishment of peace?

By what strange quirk of human nature does the professor's party now seek further aid of the Nation whose form of government the professor so much deplores, and whose overthrow he seeks. Why does his party seek aid of our society, whose sanction, as the professor says, is “the threat of starvation”?

Where in the world can there be found the high level of education now existing in the United States? Not, even, in the British Empire. Nowhere else in the world can there be found the standards of living that we have here. In no nation does labor enjoy the position and freedom it here holds. And yet, the professor has the audacity to damn those very things which now make it possible for the United States to provide relief for the world. Incidentally, let me add, that I trust in doing so, we shall not become and be called—a “sucker.”

Apparently the professor regards Russia as the utopia of modern civilization. He says:

There is only one country where science and technology can be developed without sacrificing the education of man and fearing the break-down of social well-being, or community consciousness. It is significant that only in the new world of Russia has the businessman ceased to count.

It is a mystery to me how the professor and others arrive at such a high evaluation of Russian society. Shrouded in mystery, as it is; hidden behind the dark veil of secrecy, as it is; following a road of isolationism, as it apparently is; suspicious of the world, as it appears to be, I fail to see how anyone on the outside can properly evaluate either Russia's accomplishments or Russia's goals.

However, if the professor likes the society of Russia so well, why does he not select that nation as his domicile, and there dwell in prosperity and contentment?

There is an old adage that “those who live in glass houses should not throw stones.” If the professor is so interested in the advancement of society, why does he not lecture at home? Surely a few shekels could not influence his high motives. This is not the first time a labor government has been in control in Great Britain. How much advancement has labor made in that nation? Compare its progress with the progress of labor in this country. That is all that need be done.

So much for the professor and his individual philosophy which would always tear down, but offers no stones or mortar for sound and stable reconstruction. What concerns me is this: Does he speak for the Government of Great Britain? Occupying the position that he now holds, I must assume, for the present at least, that he does.

If that be true, then I, for one, am now serving notice upon the Members of this great legislative body, and upon the world that unless Professor Laski is repudiated, I cannot support legislation granting any appropriation for the salvation of any such government. If such is the philosophy underlying the government which seeks such enormous finan-

cial assistance, such a loan would be a betrayal of American principles and ideals, and would serve only to make insecure the future peace of the world.

I have a high regard for the British Empire. I wish to do anything I can, consistent with American interests, in aid of that government. I wish to see international cooperation and good will. I hope and pray that in conjunction with the other nations of the earth we may achieve permanent peace. My vote has supported those beliefs and principles. I expect to continue along that line.

However, I point out that cooperation is not a one-way street. Good will cannot be bought. He who constantly bestows gifts frequently receives only the envy or condemnation of the donee.

I feel that those I represent expect of me the upholding of the principles I have mentioned. On the other hand, I was not elected a United States Senator to sell America short, or to hand over our pocketbook to those who denounce and seek to destroy the system which filled that pocketbook. I remember when the able Prime Minister of Great Britain, Mr. Winston Churchill, made the statement that he was not elected Prime Minister to preside over the liquidation of the British Empire. I am serving notice at this time that I was not elected a United States Senator to assist in liquidating the American form of government.

Unless the British Government, through the medium of the Prime Minister thereof, expressly and clearly disavows and renounces the position taken by Professor Laski, I cannot and will not support the making of the loan sought by that Government. I, for one, am sick and tired of doing things for other countries and other peoples and then having them come to our shores and try to undermine and ruin our form of government. I am in favor of making a loan to Great Britain on a practical basis, and will support it, but I will not support a loan when the head of the Labor Party, which is in control of the Government in England and who must have some responsibility and something to say about policies, comes to our shores and stands on the platform in one of our hotels and tells an American audience that our private enterprise system must go, that if it does not it will lead to slavery and serfdom, and that the only system worth while, and the system we must adopt, is a system of socialism or communism. I, for one, will not support it. The time has arrived when we must stop appeasing—when we must call a spade a spade. I sincerely hope that the Government of Great Britain will repudiate the statement which Professor Laski made in New York City earlier this week.

HEALTH PROGRAMS FOR GOVERNMENT EMPLOYEES

Mr. DOWNEY. Mr. President, before addressing the Senate on the pending bill, I wish briefly to advert to another matter.

At the last call of the calendar, when we reached House bill 2716, dealing with the proposal to provide doctors and dentists for emergency attention to employees in the Federal agencies, the

Committee on the Civil Service. I refer specifically to the bill (H. R. 2716) to provide for health programs for Government employees.

The report of the Committee on the Civil Service of the House of Representatives upon this bill stated the legislation proposed therein would center in the Civil Service Commission "the responsibility for coordinating health services for all Federal agencies."

The report then outlines what is contemplated under the term "health services," as follows:

"(1) Treatment of minor illnesses and dental conditions.

"(2) Treatment of minor noncompensable injuries and diseases, with the objective of keeping employees at work.

"(3) Health examinations.

"(4) Referral of employees to private physicians.

"(5) Educational and preventative programs relating to health, including the alleviation of health hazards in the working environment."

In respect to objective (2) above it appears that the provisions of the bill are much broader than is indicated in the committee report. In fact, instead of limiting medical treatment to "minor noncompensable injuries and diseases," as the report states, the proposed legislation would seem to provide for treatment without limit in any case of injury within the purview of the Federal Workmen's Compensation Act of September 7, 1916. The bill provides that health services "shall be limited to (1) treatments on the job of minor illnesses and minor dental conditions except in cases of emergency or of injury or illness sustained while in the performance of duty in accordance with the act of September 7, 1916."

Mr. DOWNEY. Mr. President, first, let the chairman of the committee say that he is totally at variance with the extreme statements contained in the letter. I think that the language of the bill is guarded and sufficient, but perhaps the Senator from Virginia does not understand that the Senator from Iowa has suggested an amendment which I believe is satisfactory to the United States Employees' Compensation Commission, and which makes very clear what the Senator from Iowa thinks the bill means, and what the Senator from Virginia and myself think it means. So, if the bill contains the error to which reference has been made—and I do not believe that it does—the error can be cured by the amendment of the Senator from Iowa.

Mr. BYRD. Mr. President, I should like to continue reading the letter:

It appears clear that the exception removes entirely the limitation which purportedly is intended to restrict such medical service to treatment of "minor illnesses." In other words, medical treatment in cases of occupational injuries could embrace any and all treatment required by the nature of the injury.

The Compensation Act of September 7, 1916, includes all necessary provisions for the medical care of civil employees of the United States who may suffer injury or illness caused by their employment. Such law provides that medical care will be provided through governmental facilities where practicable and it places upon the Compensation Commission responsibility for providing such medical care.

The enactment of the bill H. R. 2716 in its present form will invite confusion and probably give rise to conflict of jurisdiction in providing medical care for injured employees. It will bring another governmental agency, the Civil Service Commission, into a field of service now exclusively within the

jurisdiction of the Compensation Commission for the Civil Service Commission would be made responsible "for coordinating the health services" which, as indicated, would include medical care of injured employees.

In respect to objective (5) above, the report of the House committee states the authority contemplated in the bill would include functions also within the statutory jurisdiction of the Compensation Commission; namely, accident prevention. The report states "alleviation of health hazards in the working environment" would include attention to such matters as "lighting, ventilation * * *" and "elimination or control of occupational hazards—for example gas and dust."

The functions illustrated by example are now being performed under specific statutory authority directing the Compensation Commission to make studies and investigations of the causes of injury (which includes disease) and to develop means for preventing them. Enactment of the bill H. R. 2716 with present provisions for development of safe working conditions will bring the Civil Service Commission into another new field and result in overlapping and duplication of the functions of the Compensation Commission with the inevitable resulting confusion, inefficiency, and waste of public funds.

The Compensation Commission can see no justification for retaining in the pending bill the specific provisions to which attention is directed, particularly in the light of the effect they would have. If it is deemed necessary to enact such legislation at this time it would seem prudent at least to perfect it so far as practicable and to eliminate any questionable features prior to enactment. Although it would seem that responsibility for supervising the establishment of essential health services in the Federal establishments and coordinating such health work might be placed more advantageously upon the Public Health Service rather than in an agency without facilities in the health field, this Commission does not oppose the pending measure or the administrative plan it contemplates. However, it does urge modification of the bill so the final legislative enactment will not create confusion or bring about duplication of effort and conflict of jurisdiction in the administration of the medical and accident prevention provisions of the compensation law.

The Commission knowing of your efforts to eliminate such conditions as presently exist in the Federal administrative structure suggests for your consideration amendment of the bill as reported by the Senate Committee on the Civil Service, as follows:

Page 2, line 7, beginning with the word "except," strike out the language which follows to the semicolon in line 13.

Page 2, line 16, strike out the word "preventive" and the language beginning with the word "including" in line 16 through the word "environment" in line 17.

The changes suggested above will not interfere with the purported objectives of the bill and in the opinion of the Commission will be in the public interest. I will be glad to discuss the proposed changes with you at your convenience if you so desire, or furnish any further information you may request.

Very truly yours,

Mrs. JEWELL W. SWOFFORD,
Chairman.

Mr. WHITE. Mr. President—

The PRESIDING OFFICER. Does the Senator from Virginia yield to the Senator from Maine?

Mr. BYRD. I yield.

Mr. WHITE. Is the Senator reserving the right to object?

Mr. BYRD. Yes.

Mr. WHITE. Will the Senator yield to me?

Mr. BYRD. I yield.

Mr. WHITE. This bill has been on the calendar for some time. It has been reached on the calendar, and objection has been raised to it. It seems to me, if I may say so to the Senator from Virginia, that it ought not be taken up now with all of the confusion that seems to exist as to its present form and as to amendments which might be offered. So, unless the Senator from Virginia objects to its consideration, I feel that I should.

Mr. BYRD. Mr. President, I agree with the Senator from Maine. Amendments should be considered, and that would be very difficult to do now with but few Members of the Senate present. I think this is a vitally important bill. It apparently gives the Civil Service Commission jurisdiction of certain matters over which other administrative agencies have heretofore exercised control. Therefore, I object to consideration of the bill at this time.

Mr. DOWNEY. As I have already said, the distinguished Senator from Iowa is in charge of this bill and has been since it was reported by the committee. I might suggest to him, in view of the circumstances which have arisen, that the wise thing to do would be to ask unanimous consent to recommit the bill to the Civil Service Committee for further hearing. Manifestly, if doubt is going to be expressed by members of the Civil Service Committee who were present at the hearings and voted to report the bill favorably, Senators who know nothing about it will be reluctant to support it. So I suggest to the Senator from Iowa the propriety of asking unanimous consent to recommit the bill to the Civil Service Committee for further hearings. He is in charge of the bill, and I do not desire to intrude upon what policy he may want to develop, but, as chairman of the committee, I make the suggestion to him.

Mr. HICKENLOOPER. Mr. President, just a word to further clarify my position. I think I mentioned a moment ago that some of the objectors, who represent a large governmental agency that thinks its toes are being stepped on by this bill, were in my office this morning. They presented their objections and offered the suggestion which was contained in the letter read by the Senator from Virginia a moment ago. In one instance they wanted a very short statement to replace the rather verbose statement which is now in the bill. At that time they brought up the question of the confusing details of the bill which they thought should be changed. I said, "That fits pretty well into this bill. I am fairly well satisfied with it myself, but its language may seem confusing." I told them that I had reported the bill from the Civil Service Committee, and therefore would have charge of the bill on the floor of the Senate. I said further, "I will assure you that I myself shall not call up the bill for at least a few days, until we can go into this thing and see how these amendments will fit in, and I will consult the Senator from California, other members of the committee, and perhaps some Members of the House by telephone."

I came in this morning without any intention of calling this bill up today.

Since the Senator from California asked unanimous consent to have it considered I am not going to object to consideration of the bill because I am personally satisfied with it, but I believe there are others who are not, and it is an important piece of legislation.

Mr. BYRD. Mr. President, I was not present during the hearings; I was present when the bill was reported. I think it a vitally important bill. I am entirely in favor of the objectives of the bill—I want that clearly understood—but to establish a new agency in the Civil Service Commission and to give it administrative functions which now belong to the United States Employees' Compensation Commission, as it apparently does, is a question that should be carefully considered. I think it is an important subject, and as a member of the committee who was not present at the hearing, but who was present when the bill was ordered to be reported, I believe that the bill should be recommitted, not for the purpose of killing it but for arriving at a more thorough understanding of it.

Mr. HICKENLOOPER. Mr. President, in view of the suggestion of the Senator from California, the chairman of the committee, and in view of the statement of the Senator from Virginia, who is a member of the committee, I ask unanimous consent that the bill be recommitted to the Committee on Civil Service.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

LEAVE OF ABSENCE

Mr. LANGER. Mr. President, I ask unanimous consent to be excused for the remainder of the afternoon. I wish to appear before the Appropriations Committee.

The PRESIDING OFFICER. Without objection, consent of the Senate is granted.

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES

The Senate resumed the consideration of the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

Mr. DOWNEY. Mr. President, shortly before I concluded my address to the Senate yesterday on Senate bill 1415, the Federal pay bill, I had expressed the repeated opinion that of all of the great labor groups in the United States the Federal workers had been the least favorably dealt with. I called the attention of the Senate to the fact that while the cost of living index has gone up 33 points from January 1, 1944, to the present time, the basic increase of the Federal worker has gone up only about 16 percent. Indeed, I might say to Senators that, since in the last pay bill we gave the advantage to the workers in the lower brackets, some of the workers in the upper brackets have had less than a 9-percent increase in the last 5 years, and consequently their real wage or buying power has been cut some 24 or 25 percent.

Mr. BYRD. Mr. President, will the Senator from California yield?

Mr. DOWNEY. I yield.

Mr. BYRD. I wish to call the attention of the Senator to his own report, where it says, at the bottom of page 2:

With increase under the 1945 Pay Act, average straight-time annual earnings of Federal workers have increased only 21.3 percent.

That is in the report submitted by the Senator.

Mr. DOWNEY. Mr. President, that is not a report made by the chairman of the committee except as reflecting certain testimony which was given before the committee; but taking that testimony at its full value, it does not in any way deny the validity of what I have just said. The basic increase in wages has been 15.9 percent. We speak of it roughly as 16 percent. Beyond that 16 percent, away back in 1942, we raised the minimum of custodial workers to \$1,200 a year, and gave slight increases to some other workers. A very small fraction of the workers in the Federal service received that increase, and it did amount to an average of 1 percent, spread over the entire pay roll. About 25 percent, as a result of long-time service in the Government, some with in-grade employments that can affect the total, average about 2½ percent. Because of the critical situation of the labor market, the Army and Navy were compelled to do some upgrading to a total extent of about 2 percent, spread over the whole pay roll.

Mr. BYRD. Will the Senator yield?

Mr. DOWNEY. In just a moment. I have carefully examined the records of the Government, and I find 80 or 85 percent of the workers in the upper brackets are still receiving about the same basic pay they received in 1941. I think a worker who was getting \$8,000 in 1941 is now getting \$8,750. Consequently those workers have had about a 9-percent increase. They have not had any within-grade promotion; they have not had any upgrading. They did not benefit by the raising of the minimum. They are left here, at the end of 4 or 5 years of long, arduous work, with 25 percent less buying power than they had 4 years ago. It does not matter how one may quibble or deny that, that is the simple conclusion.

Mr. BYRD. Will the Senator yield?

Mr. DOWNEY. I yield.

Mr. BYRD. Am I to understand that the Senator does not agree with the report of his committee with respect to his own bill? As a matter of fact, here it is, in plain, unequivocal language—I will read it again:

With the increase under the 1945 Pay Act, average straight-time annual earnings of Federal workers have increased only 21.3 percent.

Mr. President, that does not include any upgrading. That was fully brought out in the testimony, in which Mr. Fleming, representing the Civil Service Commission, said that no figure of upgrading was included; in fact, he indicated that he did not know how much upgrading there had been, that is, employees promoted from one grade to another involving an increase in salary and percentages on pay increases. That should be included.

The Senator said yesterday that the increase was only \$5 a month. Evidently the Senator did not have before him the schedules. An employee who re-

ceives \$2,000 now gets \$100 a year in-grade increase every year, under the 1945 act. In other words, there is an automatic increase of \$100 each year for a period of 6 years.

As the employee goes higher, the increase is greater. A \$2,540 employee gets an automatic increase of \$110; a \$2,650 employee an increase of \$110; a \$2,880 employee an increase of \$110 a year; a \$3,310 employee, \$110; a \$3,640 employee, \$110. That is an automatic increase every 12 months.

In the higher brackets, which increase every 18 months automatically, there is an increase as high as \$210 a year, for the \$4,300 employee, and the \$5,180 employee gets \$210 a year. I do not see how the Senator can repudiate and disclaim the fact that here is a report made by his own committee, on his own bill, and I assume he had some part in preparing it—which specifically and unequivocally states that straight-time annual earnings have increased since 1941, for Federal employees, by 21.3 percent.

Mr. DOWNEY. First, Mr. President, let me categorically correct the Senator on one statement. The declarations I made about the time of within-grade employment, and the amount, had to do with the period before 1945, and if the Senator was on the floor of the Senate when I made the statement, he should have known it. What we were discussing was how much of a raise there was in the average straight-time earnings of Federal employees from 1941 to July 1945, and the statement I made had to do with that period of time.

As I stated on the floor at the same time, on July 1 we did liberalize the within grade employments as to amounts, and as to a decreasing time factor, and that is the figure the Senator has just given. But we have no way of judging yet the effect of those figures. We do know what was the effect of within-grade advancement from January 1, 1941, to July 1, 1945.

Mr. BYRD. Will the Senator yield on that point?

Mr. DOWNEY. I yield.

Mr. BYRD. We want to get the figures correct. The \$60 a year to which the Senator refers, under the old law, was paid only in the lower brackets, but under the Senator's bill an employee getting \$2,200 would get a \$100 increase, just as he does now.

Mr. DOWNEY. That is exactly what I stated yesterday.

Mr. BYRD. The Senator said \$5 a month, and all he has to do is look at the record and see that he said it.

Mr. DOWNEY. That is \$60 a year.

Mr. BYRD. It is not a hundred dollars a year.

Mr. DOWNEY. The hundred-dollar-a-year provision has existed only since July the 1st.

Mr. BYRD. I differ with the Senator. I have a statement here from the Civil Service Commission showing that an employee who, under the old law, received \$2,200 a year, got an automatic in-grade promotion of \$100 a year.

Mr. DOWNEY. Yes; but my statement about \$5 a month, or \$60 a year, was made with reference to workers getting less than \$2,200. I stated that in the cate-

gories higher than that, the increase was greater, but in the categories under \$2,200, it was \$5 a month, or \$60 a year. The period of time was 18 months.

Mr. BYRD. The Senator stated a little while ago that under the old law none of them got as much as \$100.

Mr. DOWNEY. No, I did not. I was talking about workers in the lower category.

Mr. President, let me also say that Mr. Bowles appeared before the Civil Service Committee, as did Mr. Flemming. Mr. Bowles, in making his calculation, computed it upon basic earnings, eliminating the factors of within-grade employment, premium promotions, and upgrading.

Another difference also appeared. Before Pearl Harbor the workers were working a 39-hour week. After Pearl Harbor they worked 40 hours, and Mr. Bowles gave weight to that factor of 2½-percent increase in the number of hours required of the workers, and Mr. Flemming did not.

Again, I state unequivocally that the Senator inadvertently has been guilty of a serious inaccuracy. The 5.3 percent which Mr. Flemming testified appears in the average earnings above the basic allowance, does include upgrading. Mr. Flemming said he did not know how much to allocate to upgrading and how much to allocate to promotions, but that both factors appear in the 5.3-percent figure. They would have to appear because what has been done is this: The number of employees as of January 1 was taken, and their total compensation figured, and the average was struck. The same thing was done on July 1, 1945. By that means we know how much was the average increase in straight hourly earnings. That comes to 21.3 percent. Since then I have been able somewhat to refine the figures, and we find that that 5.3 percent is made up in this way: One percent because of the increase to the custodial employees; 2½ percent because of within-grade advancing, and about 2 percent or slightly less from what we call premium promotions or upgrading.

I might at this time pay a high compliment to the Army and Navy and to our Government agencies because the figures clearly indicate that during this critical war period upgrading in governmental agencies was kept down to 2 percent, while in private industry it reached 19 percent. I am not criticizing private industry for that. There was a great dearth of workers, and a man of a lower category could sell his services above his natural category, and industrialists, in order to get work done, in many cases, had to pay substantially above the common category or standards. The figures of both industry and employees indicate very clearly that upgrading in industry during the war raised wage compensation by 19 percent, and the figures are just as plain that in the Government the increase has been kept down to less than 2 percent.

Mr. BYRD. Mr. President, will the gentleman yield?

Mr. DOWNEY. I yield.

Mr. BYRD. The Civil Service Commission has repeatedly stated that it cannot give the number of up-gradings.

That is one thing that I, as one Member of the Senate, have been trying to obtain for a long time. The Commission is not even able to give a list of them. So exactly how the Commission can make an estimate of cost I do not see.

Mr. DOWNEY. Mr. President, I think that Mr. Flemming's testimony was crystal clear on that point.

Mr. BYRD. The Senator will not deny, however—

Mr. DOWNEY. May I finish, please? His testimony very clearly established that above the basic allowance the increase had comprehended about 5 percent-plus. Included in that 5 percent was within-grade employment, up-gradings, promotions, premium promotions. Mr. Flemming stated in the hearing that he could not allocate those figures precisely among that 5.3 percent. But I might say to the distinguished Senator that since the hearing was concluded the Senator, I am sure, has received from the Civil Service Commission a letter which indicates that 1 percent of that raise was due to the custodial raise, and 2½ percent was due to within-grade employment, and the balance was due to upgrading or promotion.

Mr. BYRD. The Senator does not deny, does he, that the over-all increase amounts to 21.3 percent? No matter how it was made, salaries were increased to that extent. I think the Senator is wrong about including the upgrades, but I am unable to locate the testimony now. I will find it later.

Mr. DOWNEY. I shall appreciate the Senator finding it so.

Mr. BYRD. Has the Senator a letter from the Civil Service Commission to the effect that the other grades are included in the 21 percent?

Mr. DOWNEY. That the upgrading is included?

Mr. BYRD. The upgrading; I mean promoting employees from one grade to another grade. Where is that letter? Does the Senator have it?

Mr. DOWNEY. Let me say to the distinguished Senator that if an employee in the Government receives a promotion to an already existing position, that does not show in the upgrades, and it should not show in the upgrades. If one man were to leave the Government and another man were to come in and take his job—

Mr. BYRD. That is what I have been talking about. The Senator and I apparently have been talking about different things. I mean that the upgrading, the taking of a man from one position and putting him in another grade is not included in the 21 percent. What is the Senator's opinion about that?

Mr. DOWNEY. Yes, all those things are included. Promotion is included. Where the promotions have not tended to raise the average, that is if the promotion of an employee did not raise the total average it would not appear to the extent that there are more employees in the higher brackets.

Mr. BYRD. Let us take this case. Suppose a man is in grade 10, which now pays \$3,970. He is put in grade 11 which pays \$4,300. Does the Senator contend that that increase is included in the 21.3 percent?

Mr. DOWNEY. If his being put in that grade made an extra man in that grade, one more than there was—

Mr. BYRD. I am not putting "ifs" into the question. The Senator stated that I was totally wrong when I stated that the upgrades were not included in this estimate. Did the Senator intend to say that when an employee is taken out of one grade and put into another grade at a \$500 increase in salary, such increase is not calculated in the 21 percent?

Mr. DOWNEY. It would be included, but let me say that if it did not increase what had been the existing number of workers at that salary it would not raise the average. It would be there, but it would not affect the average. If it brought an extra employee into a higher category it would appear.

Mr. BYRD. But the particular employee received an increase. That is the point I am making.

Mr. DOWNEY. He might receive an increase to take the place of a man who left the job, and if the other man left and he took his job at the same salary, and somebody took his job at the same salary, coming in from the outside some place, while the figures would be calculated in this problem, it would not raise the average.

Mr. BYRD. Yes; but the employee who was promoted to a higher grade received an increase. That is what I contend.

Mr. HICKENLOOPER. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. HICKENLOOPER. I cannot find in the testimony the exact statement at the moment, but it is quite definitely my recollection that Mr. Flemming testified, and repeated, and produced the figures, showing that in such a case as the Senator from Virginia referred to, that is an advance in salary, say, of \$500 by promotion to another grade, that is not taken into consideration in the 21.3-percent increase. His explanation is, and I think there is some soundness to it, that that does not change the general over-all pay averages. It is not taken into consideration when we talk about a 21.3-percent increase. If it were, it would increase the 21.3 percent by a considerable amount. That is my recollection of the testimony.

Mr. DOWNEY. Mr. President, I now want to demonstrate from figures how very minor is the effect of upgrading, particularly in the higher brackets. Our highest category of pay starts at \$8,750 and goes to \$10,000. On December 31, 1944, there were 1,134 such employees, a very small number in the higher brackets. By September 30 of this year the number had dropped to 1,021. In other words, in the last year we have materially reduced the number of men in the upper brackets of pay in the classified list. Of the 1,021 men only 120 were receiving \$9,000; only 42 were receiving \$9,275; only 13 were receiving \$9,500; only 140 were receiving \$9,800; and only 82 were receiving \$10,000 and over, while at the bottom of the grade were the remainder of the 1,021 men.

Mr. President, I ask unanimous consent to have this table printed in the

RECORD at this point as a part of my remarks.

There being no objection, the table was ordered to be printed in the RECORD, as follows:

Estimates of employment subject to the Classification Act of 1923, as amended, by salary levels

Base rate July 1, 1945, Pub- lic Law 106	Number of em- ployees, Dec. 31, 1944 (actual)	Percent of Total		Estimated num- ber of employees	
		At each level	Cum- lative	Sept. 30, 1945	June 30, 1946
Total...	1,221,272	100.00	100.00	1,100,000	860,000
\$864.00	220	.02	.02	198	155
936.00	48	(1)	.02	43	34
1,008.00	2	(1)	.02	2	1
1,080.00	3	(1)	.02	3	2
1,152.00	8	(1)	.02	7	6
1,440.00	25,166	2.06	2.08	22,667	17,721
1,506.00	31,194	2.55	4.63	28,096	21,966
1,572.00	33,583	2.75	7.38	30,248	23,649
1,638.00	5,915	.48	7.86	5,328	4,165
1,704.00	228,736	18.73	26.59	206,023	161,072
1,770.00	31,951	2.62	29.21	28,778	22,499
1,836.00	8,164	.67	29.88	7,353	5,749
1,902.00	219,187	17.95	47.83	197,422	154,348
1,968.00	34,153	2.80	50.63	30,762	24,050
2,034.00	4,814	.39	51.02	4,336	3,390
2,100.00	123,227	10.50	61.52	115,494	90,295
2,166.00	55,323	4.53	66.05	49,829	38,958
2,232.00	8,523	.70	66.75	7,677	6,002
2,298.00	3,720	.30	67.05	3,351	2,620
2,320.00	76,601	6.27	73.32	68,995	53,941
2,364.00	14,853	1.22	74.54	13,378	10,459
2,430.00	12,374	1.01	75.55	11,145	8,714
2,496.00	1,479	.12	75.67	1,332	1,041
2,540.00	4,281	.35	76.02	3,856	3,015
2,562.00	211	.02	76.04	190	149
2,650.00	44,944	3.68	79.72	40,481	31,649
2,760.00	5,957	.49	80.21	5,365	4,195
2,870.00	2,245	.18	80.39	2,022	1,581
2,980.00	64,846	5.31	85.70	58,407	45,663
3,090.00	9,599	.79	86.49	8,646	6,760
3,200.00	2,560	.21	86.70	2,306	1,803
3,310.00	21,106	1.73	88.43	19,010	14,862
3,420.00	2,282	.19	88.62	2,055	1,607
3,530.00	927	.08	88.70	835	653
3,640.00	45,653	3.74	92.44	41,120	32,148
3,750.00	6,999	.57	93.01	6,304	4,929
3,860.00	2,028	.17	93.18	1,827	1,428
3,970.00	8,474	.69	93.87	7,633	5,967
4,080.00	1,636	.13	94.00	1,474	1,152
4,190.00	501	.04	94.04	451	353
4,300.00	30,641	2.51	96.55	27,598	21,577
4,410.00	116	.01	96.56	104	82
4,520.00	2,725	.22	96.78	2,454	1,919
4,630.00	85	(1)	96.78	77	60
4,740.00	1,161	.10	96.88	1,046	818
4,860.00	675	.06	96.94	608	475
5,180.00	17,233	1.41	98.35	15,522	12,135
5,390.00	2,215	.18	98.53	1,995	1,560
5,600.00	1,173	.10	98.63	1,057	826
5,810.00	707	.06	98.69	637	498
6,020.00	708	.06	98.75	638	499
6,230.00	7,812	.64	99.39	7,036	5,501
6,440.00	877	.07	99.46	790	618
6,650.00	606	.05	99.51	546	427
6,860.00	266	.02	99.53	240	187
7,070.00	360	.03	99.56	324	253
7,175.00	2,973	.24	99.80	2,678	2,093
7,437.50	343	.03	99.83	309	241
7,700.00	192	.02	99.85	173	135
7,962.50	87	(1)	99.85	78	61
8,225.00	248	.02	99.87	223	175
8,750.00	1,134	.10	99.97	1,021	798
9,012.50	133	.01	99.98	120	94
9,275.00	47	(1)	99.98	42	33
9,537.50	15	(1)	99.98	13	10
9,800.00	156	.01	99.99	140	110
10,000.00 and over	91	.01	100.00	82	64

¹ Less than 1 percent.

Mr. DOWNEY. The table clearly indicates that in the upper bracket the overwhelming proportion of employees—perhaps 75 or 80 percent—are at the lower limits of the bracket, and have been since the war started. Why have they been in the same position during the past 4 or 5 years? Because the Classification Act fixes the number of employees in a group and the amount of money they may be paid. Consequently, unless the Appropriations Committee

and the Senate desire to appropriate the money to pay additional employees in any bracket, high or low, the bracket simply cannot be increased.

I believe that some light will be thrown on this subject by reading a letter from the Civil Service Commission which was written at the request of the Senator from Virginia, and which gives members of the committee the information which I have been stating, contrary to the statements of the Senator from Virginia on the floor of the Senate today. I understand that every member of the committee received such a letter. The letter is dated November 26, 1945.

DEAR SENATOR DOWNEY: At the hearings which were held in connection with S. 1415, Senator BYRD asked certain questions relative to advancements in salary from one grade to the next, and also relative to within-grade salary advancements.

It is impossible for the Commission to make an over-all study of the advancements from one grade to the next. Also, it is impossible for us to make a satisfactory study for any given agency or group of agencies. Such advancements do not necessarily have any effect on the average earnings in a given agency unless they result in placing a larger percentage of persons in the upper brackets.

I interpolate to say that that should be obvious to everyone—

Consequently, the only satisfactory kind of study would be to take case histories of individuals and indicate what their progress has been in the Federal service over a given period of time.

We believe, however, that such case histories do not necessarily have any bearing on the consideration of a bill such as S. 1415. If, for example, one person has come into the Federal service at a salary of \$2,600 and has advanced to a salary of \$5,600 while a second was hired initially at a salary of \$5,600, certainly it would not be argued that the first person, because he had received salary increases within the Federal service, should not be given the benefit of any over-all salary increases, while the second person who had been hired at \$5,600 and had stayed at \$5,600 should be given the benefit of such a salary increase.

We have, however, made an analysis of the within-grade salary advancement situation as of June 30, 1945. The results of this analysis are as follows:

An analysis of the salaries and grades of the Federal civilian employees in positions subject to the Classification Act of 1923, as amended (i. e., approximately 1,220,000 employees as of June 30, 1945) shows that, as of June 30, 1945, 71 percent were at the minimum pay rates of their grade, and 29 percent above base pay for a given grade; 8 percent were at the middle or higher in the grade; only 1.6 percent of all employees had reached the maximum. There has, of course, been a shift in these percentages as a result of the passage of the Federal Employees' Pay Act of 1945. The reductions in force which are now taking place in the departments and agencies make it impossible, however, to determine the nature of these shifts.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. DOWNEY. Let me finish this observation.

This letter and the records conclusively show that the overwhelming proportion of Government employees are below the middle of their grade, and the great majority at the minimum of their grade.

It would be hard to understand how there had been any undue within-grade promotions in view of those figures.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. BYRD. That is easy to explain. These promotions are automatic. The employees have not served the required length of time. Prior to the last pay act promotions were given every 18 months. They are now received every 12 months. If an employee has just entered the service, he will be at the bottom of the grade until he has served for a sufficient length of time.

What the Senator has read confirms what the Senator from Virginia has stated, namely, that pay increases to employees by reason of upgrading, unless new positions are created, are not included in the 21 percent. If new positions are created, they are included. I know of some employees who have received increases of \$3,000 by upgrading. If such an employee is placed in an existing position it may not be considered by the chairman of the committee as an increase in the total amount of salaries paid, but the particular employee benefits to that extent. That is exactly the statement which I made at the beginning, and which was challenged by the Senator from California.

Mr. DOWNEY. I do not know what is in the mind of the Senator from Virginia. I believe that the facts are crystal clear. The facts show that over the past 4 or 5 years there has been an average increase in straight-time earnings only of about 21.3 percent in the Government service. The distinguished Senator may reiterate to the contrary as long as he wishes, but he cannot convince me that the 5.3 percent does not include every possible kind of increase in the average earnings. If promotions tended to bring into the service a higher percentage in the upper categories, that would be reflected. If a promotion of one man were balanced by another man going out, or another man coming into the lower bracket, of course it would not show up.

Speaking as chairman of the Civil Service Committee, with some knowledge of the subject, I am satisfied, from the most careful examination of data, that what we roughly term upgrading in employment has been only 2 percent in governmental forces as compared with 19 percent in private industry. I am not criticizing private industry; but so far as I am concerned, I believe that governmental agencies, the Bureau of the Budget, the Appropriations Committees, and the Civil Service Commission, have done an outstanding job in this respect.

I wish to advert to a statement which was made yesterday. If, as the distinguished Senator from Virginia has repeatedly said, we have an extreme, swollen bureaucracy, the primary responsibility rests on the Congress of the United States. For months every year subcommittees of the Appropriations Committees in both the House and Senate review, analyze, and determine figures. No new employees can be added

in either the upper categories or the lower categories unless the figures are carefully reviewed by the Bureau of the Budget and carefully considered by the Appropriations Committees. I know that on the floor of the Senate we must largely take the recommendations of the Appropriations Committee. So far as I am personally concerned, I congratulate the members of the Appropriations Committees. I congratulate the Civil Service Commission and the Bureau of the Budget. I believe that they have done an excellent job. But to get back to the issue here involved, if we have been so inefficient that we have allowed money for a swollen bureaucracy, and there are 200,000, 300,000, or 500,000 more employees in the Government than there should be, the responsibility rests upon Congress, the Appropriations Committees, the Bureau of the Budget, the President of the United States, and the heads of the departments.

To suggest that because we have been inefficient and neglectful some unfortunate clerk making \$175 a month should not be allowed an advancement to bring him up to the index of the cost of living seems to me to be a harsh and oppressive suggestion.

Mr. BYRD. Mr. President, will the Senator yield?

The PRESIDING OFFICER (Mr. CARVILLE in the chair). Does the Senator from California yield to the Senator from Virginia?

Mr. DOWNEY. I yield.

Mr. BYRD. I have found the testimony of Mr. Flemming with respect to whether the upgrade promotions are included in the 21 percent. His testimony on that point appears on page 14 of the hearings, as follows:

Senator BYRD. Certain individuals, of course, have got a larger percent of increase.

I meant the upgrade promotions.

Mr. Flemming then said:

Yes; but you must take a look at the overall salary structure.

We have got to look at what is paid for a particular job. People have gone into and gone out of the jobs because of the high rate of turn-over.

So, although you can take individual cases and although you can show that an individual might have received advancements by being promoted, and might be earning more money now than he had received at the beginning, nevertheless, that does not affect the over-all average annual salary earning because the Government is paying the same salaries for the various jobs he has occupied.

In other words, this 21 percent I am using here for the Government and the better than 30-percent figure that Judge Collet uses for industry are absolutely comparable figures, and it does show what has happened to the salary structure of the Government.

The CHAIRMAN. Mr. Flemming, let me clarify this in my mind, if I can.

We have increased the average basic compensation slightly less than 16 percent.

Mr. FLEMMING. If you are talking about the base rate of pay.

The CHAIRMAN. Yes. But you have increased the average compensation about 21 percent?

Mr. FLEMMING. That is right.

The CHAIRMAN. And that differential of approximately 5 percent, does it not cover the situations or conditions that Senator BYRD is speaking about? That is, your within-grade promotions?

Mr. FLEMMING. That is right.

That was the testimony as to upgrade promotions. There is the evidence of Mr. Flemming that the upgrade promotions are not included in the figures for average increases in salaries, although the Senator was rather severe in his contradiction of me when I made that statement.

Mr. DOWNEY. Mr. President, as I understand, the distinguished Senator from Virginia has confidence in at least two governmental agencies; perhaps more; I have no indication to the contrary. One is the Office of the Comptroller General and the other is the Bureau of the Budget. I shall undertake, before sometime next week, to secure from each one of them a letter, and I venture the assertion that the letters will indicate the accuracy of what I have said on the floor of the Senate, namely, that any promotions which resulted in additional pay to an employee—

Mr. BYRD. Mr. President, that is not what the Senator said.

I made the statement that the upgrade promotions of an individual were not reflected in the average increased earnings, because of the fact—and naturally so—that when an employee is promoted to a job which already exists and which has been vacated by someone else, that is not an increase in the pay structure. The Senator challenged that statement and said it was not correct.

Mr. DOWNEY. Oh, no, Mr. President; I totally agree with that. When one employee takes the place of another who has vacated a higher job, of course the average pay schedule is not affected—assuming, of course, that the man in the lower category has a successor who thereafter receives the same amount of pay which he was receiving. Again I state that the 5½ percent increase beyond any doubt includes every kind of upgrading, within-grade salary advancements, premium promotions, or whatever you please.

Mr. President, in addition to the issue which the distinguished Senator from Virginia and I have been so good-naturedly discussing on the floor of the Senate, we have had differences of opinions on some other issues. Inasmuch as the distinguished Senator from Virginia wrote me a letter stating his position on those issues, and in some cases gave out public interviews to the press thereon, I should like now very briefly to advert to some of the other issues which have been matters of controversy between the distinguished Senator from Virginia and myself ever since I have been on the Civil Service Committee, and—I simply express this opinion—with almost every other member of the Civil Service Committee. The distinguished Senator from Virginia objected to reporting the bill at the time that action was taken, and he urged that he desired to have a further investigation made. Among other subjects, he was quite anxious to have investigated what we term regional discriminations in the payment of Federal employees. The chairman of the committee took the position that it was not proper or advisable for our committee to undertake, as a part of its consideration of this bill, the laborious and exhaustive task of investigating the possibility of regional wage discriminations

throughout the United States; and I should like to have the Senators who now are in the Chamber know why the chairman of the committee took that position.

In the first place, on every pay bill which has been before the Civil Service Committee since I have been a member of it—perhaps for 4 years—this same issue has been very ably and persistently raised by the Senator from Virginia, and just as regularly almost every other member of the Civil Service Committee has expressed himself not only as disinterested in such an investigation but as opposed to regional wage discrimination. When I first came to the Senate of the United States, I was soon thereafter appointed a member of the Committee on Post Offices and Post Roads. That issue came before that committee for discussion; and every Senator on the committee, including the distinguished senior Senator from Tennessee [Mr. McKellar], expressed unequivocal opposition to regional wage discrimination, believing it to be totally unjust, impracticable, and impossible.

As a result of that discussion, I made an investigation. I found that many times in the House and Senate there had been weeks or months of investigation of a most complicated nature to determine the cost-of-living standard in Washington, Baltimore, New York, Alexandria, Richmond, or Winchester—wherever it might be—and that after the most careful study, almost everyone reached the conclusion that regional wage discrimination because of lower cost of living was not possible. So during the recent committee hearing when this question was raised, I interviewed almost every member of the committee on the subject and I found that almost every one of them, from wide experience with this issue, had made up his mind that regional wage discrimination was impolitic, impossible, and unjust. Mr. President, I continued my investigation, and I found that frequently in Congress during the past 30 years there have been long and laborious investigations on this subject, and always with the same finding of impracticability.

At one time district judges of the United States were paid varying salaries, based on where they were conducting their courts. After a hearing, the rule was changed in 1891. At some time in the 1920's another hearing was held and a complete report was made showing the impracticability of paying judges varying salaries at different places in the United States.

The most dramatic case rose under President Coolidge in 1924. Congress had increased the pay of the postal workers. The committee had at length considered the desirability of establishing regional wage awards according to the cost of living in the various areas of the United States. The committee almost unanimously had reported against a provision for regional discriminations, and the bill was passed without containing it.

Mr. BYRD. Mr. President, will the Senator explain what he means by "regional discriminations?" Those words contemplate the payment of salaries somewhat in accordance with the varia-

tion in living costs throughout the country.

Mr. DOWNEY. The Senator has more aptly stated the situation than I could, and if he desires to state his position in any further detail I shall be glad to have him do so.

Mr. BYRD. I have no desire to state it except to say that the word "discrimination" used in this particular case may not be understood. Inasmuch as the bill is based on the cost of living, some consideration should be given to the varying costs of living which, as everyone will admit, prevail throughout the country. I never suggested any investigation which would delay consideration of the bill. All I asked for was an opportunity to bring witnesses before the committee. The chairman of the committee denied me that right. I shall discuss the situation later.

Mr. DOWNEY. Mr. President, President Coolidge vetoed the postal bill on several grounds. Apparently, the major reason was that the bill did not provide for a variation in the wages to be paid to postal workers according to the living standards in the various areas in which the employees were performing their work.

Thereupon an argument took place on the floor of the Senate preliminary to voting upon overriding the President's veto. The Senate failed to override the veto by, as I recall, one vote. The vote was in the proportion of almost two to one against President Coolidge on the question, but inasmuch as the two-thirds rule prevailed the veto message was sustained. However, a substantial majority of both Republicans and Democrats voted against the President on that particular issue.

I wish to read first from the remarks which were made at the time by one of the distinguished Republican Senators who spoke upon the subject. Senator Moses, speaking in the Sixty-sixth Congress, page 1127 of the CONGRESSIONAL RECORD, stated:

I am well aware, Mr. President, of the weight of the argument which may be advanced that there are living conditions in the great cities of the Union which are intolerable and which warrant a higher increase of pay to postal employees and Government employees generally in those centers above an increase which might be granted to postal employees or Government employees of any other character in a smaller community, but the committee in dealing with the whole question was confronted with certain alternatives, the first of which was proposed by the Post Office Department, namely, that we should set an arbitrary line, based upon the receipts of a given post office, above which line there should be large increases and below which line there should be small increases of salary. Necessarily, Mr. President, such a proposal carried with it a mere rule of thumb for dealing with the controverted question. Necessarily also, sir, on either side of the line thus set arbitrarily there would be great injustices and consequent confusion and demoralization in the Postal Service.

We were confronted with another alternative, that we should set up a bureau in the Post Office Department which should constantly devote its time to figuring upon the index number of the cost of living in the various sections of the United States, with consequent and frequent readjustment of postal salaries based upon those computa-

tions. No one could forecast the number of clerks that would be so required; nobody could estimate the cost of maintaining such a bureau, but everybody could foresee that whenever such an adjustment of salaries took place there would be very great repining among those postal employees whose salaries were reduced and probably some feeling on the part of those whose salaries might be raised if their salaries should not be sufficiently raised.

Then we came, Mr. President, to the alternative which the committee adopted, namely, of treating the Postal Service as a unit. We discovered that every other service in the executive departments which touches wide sections of the country and comes in contact with large bodies of our fellow citizens is treated as a unit. A customs inspector, for example, at Vanceboro, Maine, which is a mere railway junction point on the Canadian frontier, receives exactly the same salary as a customs inspector of the same grade working in New York City. An immigration officer stationed at the same point in Maine receives the same pay in his grade that the immigration officer receives in New York City, and the various officials of the Public Health Service scattered throughout the country receive identical pay in identical grades for identical classifications of work. We saw no reason why we should differentiate as between the Post Office Department and other executive departments of the Government, and we decided to treat the Postal Service as a unit and to make uniform increases in salary, though we well knew that in some instances salaries would be provided in excess of those paid for comparable employment by private employers, and in some instances salaries would be much larger in their purchasing power than the same salaries would be in the more populous centers of the country, but our whole feeling was that the increase in salaries granted by this bill proceeded upon an accurate differential among the various grades in the Postal Service, beginning with the laborers and going up to the higher executives, and that as a whole the increase in salaries was justifiable.

I have before me quotations from the remarks of several other Senators on the same subject. As I have already said, a large majority of both Republicans and Democrats voted to override the veto of President Coolidge.

I have before me a quotation from the distinguished Senator from Georgia [Mr. GEORGE] who spoke on the floor of the Senate at that time. He said:

It is true that the President does talk about some other things in his veto message. It is quite true that he says something about differentials; but that is a part of his argument against the demand of the postal employees. He says that if the postal employees are anywhere underpaid we should find those centers in which the living costs are so high as to necessitate an increase in salaries. In other words, he argues for the principle of differentiation in salaries. The Committee on Post Offices and Post Roads did not see fit to take that view of the matter. We very cheerfully recognize that there is a certain sense in which that suggestion, which was made to us, makes a strong appeal to prevailing and accepted business methods, but for other reasons we reject it; and so far as I am concerned I always will oppose the fixing of postal salaries upon that principle and for reasons that to my mind at least are sufficient.

It may be interesting to know how the Senators who are still Members of the Senate voted on the question of overriding the President's veto. The Senator from Georgia Mr. George, the Senator

from Rhode Island Mr. Gerry, the Senator from Virginia Mr. Glass, former Senators Harrison and McNary, the Senator from Wisconsin, Mr. La Follette, the Senator from Tennessee, Mr. McKellar, former Senators Robinson, Sheppard, Walsh of Montana, Underwood, and many other Senators voted against President Coolidge in his contention. The only Senator who is now a Member of the Senate of the United States and voted to uphold the provision for regional wage variations was the distinguished Senator from Kansas Mr. Capper.

Mr. President, when I found that distinguished elder statesmen of my committee and of the Senate were thoroughly familiar with the issue, had grown up with it, and had formed fixed and conclusive opinions with reference to the impracticability of making variations in pay-roll compensation because of existing differences throughout the country in the cost of living, I was unwilling to consume months or weeks of the time of our committee in holding such an investigation as the one to which reference has been made.

Let us see how impracticable such a proposal is. Suppose a postal clerk in Buffalo carries identically the same amount of mail and works the same number of hours required of a worker in Omaha or Des Moines, Iowa. Does anyone think the distinguished statesmen from Nebraska or Iowa would consent that their postal workers be paid less for doing identically the same work as that being done elsewhere in the United States?

Would anyone want to pay a collector of internal revenue at Portland, Maine, if there is one there, a lesser sum for performing his duties if the amount of his collections and business were the same, than is paid in some other city in the United States?

In any event, Mr. President, let me say that, having found an overwhelming majority of my committee, after long years of consideration, with closed minds on this issue, having discussed it with many Senators and not finding one Senator favoring such a proposition except the Senator from Virginia, I concluded that in the press and pressure of Federal business my committee would be totally defenseless if we should spend weary weeks or weary months determining the relative cost of living at Alexandria and Washington, D. C., Baltimore, Chicago, Winchester, and Richmond, and then try to apportion salaries in conformity with the figures obtained. I reached the same conclusion arrived at by the Senator from Georgia [Mr. GEORGE], the then Senator from New Hampshire, Mr. Moses, and other distinguished leaders of the Senate, that such a plan would never be accepted by Congress, and would be totally impracticable, and with a large majority of the committee with closed minds, I was unwilling to hold hearings on the subject.

Mr. President, I should like to take up another point at issue between the distinguished Senator from Virginia and myself—we have many—but he seems to have left the Chamber, and I do not desire to discuss the points in his absence.

Mr. WHITE. Mr. President, would the Senator care to yield while I make the point of no quorum?

Mr. DOWNEY. I should be glad to have that done, but first let me make the statement that the majority leader suggested to me that for some reason which he did not reveal to me he desired an adjournment or recess at 2:30 o'clock today.

Mr. WHITE. Perhaps we might move it up by half an hour on the majority leader, in his absence.

Mr. DOWNEY. While I value greatly the very high quality of the Senators who are listening, that very high quality is very much diluted by the lack of quantity, and I should very much prefer to try to find a larger attendance of the Senate upon which to exercise the privilege of setting forth the facts which I have. So it is satisfactory to me, if the distinguished Senator thinks it would be proper, to adjourn or recess.

Mr. WHITE. Mr. President, I think it would be very unbecoming of me to assume the right to suggest to the majority leader or other Senators on the other side what the procedure should be. I can appreciate that the Senator from California would like to have present the Senator from Virginia and many other Senators who are interested in the measure which is before the Senate. I think the alternative, however, between taking a recess and the Senator proceeding with his discussion in their absence, is to make the point of no quorum, and I feel constrained to leave the choice to the majority side.

Mr. DOWNEY. I shall be happy to make the choice if the distinguished minority leader will tell me what choice I should make. That is throwing the ball right back at him.

Mr. WHITE. If I indicated what choice the Senator should make, it would not be his choice.

Mr. DOWNEY. In that the distinguished minority leader is very much mistaken. I have been watching him for many years, and I have seen his wisdom and his universally good judgment, until almost always his judgment and his choice are my judgment and my choice, and I assure him that would apply to this case.

Mr. WHITE. The Senator from California is most gracious, and in what he has said of me he simply impeaches his own judgment.

Mr. DOWNEY. Mr. President, before I myself then suggest a recess, unless one of our leaders comes on the floor, I might tell what is perhaps at this stage of the proceedings an appropriate story, and if there is one word used in the story which seems perhaps out of place on the Senate floor, I wish to say, first, that the Senate rules allow it, and second, I am only quoting a very distinguished man when I use this word.

Mr. Herndon, in his *Life of Abraham Lincoln*, says that at one time when Lincoln was campaigning for Congress he was at a small town, and went to the meeting hall. There were only two persons in the hall, one being Mr. Herndon, Lincoln's partner, the other a stranger.

Mr. Lincoln looked, with his melancholy eyes, out over the dismal and vacant hall, then went down and shook hands with Mr. Herndon. He said, "Herndon, I know why you are here." Then, turning to the other gentleman he said, "But why in h— are you here?" I know why the Senators present are here, namely, they are here to be attentive listeners, and I appreciate their presence.

Mr. President, I see our distinguished acting majority leader now in the Senate Chamber, so I shall not have to tell any more stories.

Mr. HILL. Will the Senator yield?

Mr. DOWNEY. I yield.

Mr. HILL. I understand the Senator does not desire to proceed further at this time.

Mr. DOWNEY. Mr. President, I should like very much to proceed, but I am making statements in reference to some of the Senators, and controversies I have with them, and I am very reluctant to proceed in their absence. I understand they are called to committee meetings.

Mr. HILL. It is my understanding that the Senator from Virginia who is very much interested in the bill, and two other members of the Committee on Civil Service, the committee which reported the bill, the other two Senators being also very much interested in the bill, have to be at a very important meeting of the Atomic Bomb Committee. Is that correct?

Mr. DOWNEY. I have been so informed. Before our leader suggests a recess or an adjournment, I might advance proceedings in this way. I should like to call up and have read the amendment I have on the desk providing for the increase of congressional pay to \$15,000. I might say that, coupled with that proposal, are two other proposals, but I desire only to submit to the Senate at this time—not to have voted on now, but merely to have read—the proposal so far as it concerns the increase of congressional salaries.

The PRESIDING OFFICER. The amendment will be read.

The CHIEF CLERK. It is proposed to add to the bill a new section, as follows:

SEC. 6 (a). The compensation of Senators, Representatives in Congress, Delegates of the Territories, and the Resident Commissioner from Puerto Rico shall be at the rate of \$15,000 per annum each.

Mr. DOWNEY. Mr. President, I desire to present at this time subdivision (a) of section 6, which has just been read.

Mr. WHITE. Is the Senator asking that we dispose of one of these amendments?

Mr. DOWNEY. I am merely calling the amendment up for reading. I shall seek a vote on it as soon as possible when the Senate is again in session and I can have the floor.

Mr. McCLELLAN. Mr. President, is the amendment the Senator is proposing the one which covers section 6 (a), (b), and (c)?

Mr. DOWNEY. I am merely proposing subdivision (a) of section 6. I shall later, perhaps, call up the other proposals.

Mr. McCLELLAN. Is it the Senator's intention to call it up for a vote first of all the amendments he intends to offer?

Mr. DOWNEY. That is correct.

Mr. McCLELLAN. We will vote on subsection (a) of section 6 first, but the Senator does not propose that we vote on it today?

Mr. DOWNEY. That is correct. The distinguished junior Senator from New York [Mr. MEAD] told me he would like to address the Senate for a few moments on the bill, so I shall continue until he arrives on the floor, which will be in a very few minutes.

Mr. President, I should like at this time to call to the attention of Senators a Gallup poll on the subject of pay raises. I know there are certain Senators, because they have told me, who are somewhat worried and distressed about voting in the Senate at this time on a controversial wage issue because of its effects or repercussions upon the wage controversy in the Nation generally. I cannot agree with the justice or logic of that view. I think that as Senators of the United States our duty is very clear—to decide what kind of a raise we think Federal employees ought to have, and to give it to them, even though it would not please certain labor leaders or certain industrial leaders. But I suppose to a certain extent every Member of Congress is justified in being affected by public opinion; indeed, it may be we should be here to reflect the will of the majority of our people. So in that connection I desire to call to the attention of the Senate the result of three or four Gallup polls which have been taken in the last few months, showing the opinion of the American people on the desirability of wage increases.

First, I want to say that Gallup polled the American people on the question whether it was their belief that workers should be given a 30-percent increase in their wages to balance the loss of overtime, and, as I recall, the result was 55 percent against and 45 percent in favor, with the overwhelming majority of businessmen, industrialists, and farmers opposed to the raise, and a very large proportion of the factory workers and union-labor workers favoring it.

Since that time Gallup has twice polled the American people on the desirability of raising wages by 15 percent, and on this subject there is an overwhelming popular approval, not only when counting all classes combined but when segregating the classes. Every class is overwhelmingly in favor of giving American workers a 15-percent pay increase to balance the amount of money lost by the lack of continued overtime.

On the poll with respect to the question of a 15-percent wage increase the national vote was 64 percent in favor and 27 percent opposed. Professional and businessmen: 60 percent for and 33 percent against. White-collar workers: 66 percent for and 27 percent against. Farmers: 49 percent for and 33 percent against.

All manual workers, 71 percent for, and 19 percent against. Union members only, 83 percent for, 14 percent against.

Since the date of that poll Gallup has again polled the American people on a 15-percent and a 30-percent increase. The last vote on the question of the 15-percent increase was as follows: Favoring the 15-percent increase, 69 percent, opposed, 22 percent.

I desire to point out to my colleagues that a large majority of every group in the United States, based on their common experience and judgment and common sense, favored a 15-percent increase.

I further wish to point out to my colleagues that admittedly the factory and industrial groups have at the very least a 10 percent favorable margin over the Federal workers, and any group knowing the exact facts who favored 15 percent for industrial workers generally, by the same logic would have to favor a 25-percent increase for Federal workers.

In this connection I wish to say that several corporations have already given wage increases ranging from 15 percent to as high as 30 percent, and it is generally understood that practically every industry is willing to make at least some adjustment to the worker because of his loss of overtime pay.

Mr. President, if the distinguished Senator from New York [Mr. MEAD] desires to have me yield, I am glad to do so.

Mr. MEAD. Mr. President, first of all I wish to explain to the Senate that I have watched the progress of this bill very closely. It was not always possible for me to attend the hearings, but I attended a number of them, and I was also present whenever any vital committee discussions were held respecting this proposed legislation.

The present chairman of the Senate Civil Service Committee has held that responsibility since Senator Bulow left the Senate. He has diligently pursued his task. He has treated the members of the committee with the utmost courtesy. He has held frequent hearings and has given the employees, their representatives, and others interested in the legislation many opportunities to present their views.

I desire to open my remarks on this bill, which I favor, by commending the chairman of our committee for his fairness, for his grasp of the subject of the bill, and for his uniform courtesy to everyone interested in the affairs of the civil service. At this particular juncture of our economic progress I think we are fortunate in having as the leader in this legislation the senior Senator from California [Mr. DOWNEY]. His knowledge of the economic situation, his grasp of the economics involved in this bill, his desire to make a contribution beyond the scope of the employees affected, is, in my judgment, very commendable.

Mr. President, the Senator states the case in support of this bill very effectively and very succinctly in a communication which I received from him a short time ago. He explains in that communication that Federal employees are now averaging in real purchasing power from 10 to 20 percent less than they received in the year 1941. He explains that this is true because their basic increase has averaged less than 16 percent, while the cost of living has increased from 30 to 36 percent. He explains additionally that since VJ-day almost all overtime in

the departments and agencies of the Government has been eliminated, thereby reducing Federal wage costs approximately 25 percent. While this has resulted in a great saving to the Government, he goes on to explain it has left many Federal employees in desperate financial straits.

Mr. President, I know that to be true. I know that there are many Federal employees, particularly those in the lower brackets, who are seeking additional opportunities to augment their meager wages, who are engaging in work outside of that which they perform for the Government in order to make sufficient money to enable them to carry on.

The chairman then goes on to say that beyond the 25 percent saving accruing to the Government from the elimination of overtime, hundreds of thousands of employees have been discharged and are continuing to be discharged, thus further reducing the Federal expenditures.

Mr. HICKENLOOPER. Mr. President, will the Senator from New York yield?

Mr. MEAD. I yield.

Mr. HICKENLOOPER. I should like to ask the chairman of the committee, the Senator from California [Mr. DOWNEY] if it is the intention to have consideration of the pending bill go over from about 2:30 today until the first of next week? The reason I ask is that there is a very important meeting of the Atomic Bomb Committee which begins at 2:30. The Senator from Virginia [Mr. BYRD], the Senator from Connecticut [Mr. HART], and I are on that committee, and it happens that we are three of the members of the Civil Service Committee who are vitally interested in the pending legislation. I will say in all sincerity that it is my opinion that the meeting of the Atomic Bomb Committee, which begins at 2:30, is one which it is necessary for us to attend.

Mr. DOWNEY. Mr. President, will the Senator from New York yield?

Mr. MEAD. I yield.

Mr. DOWNEY. I should like to say to the distinguished Senator from Iowa that I knew that neither he nor the Senator from Virginia could be present after 2:30 this afternoon, and since we have certain differences of opinion I was reluctant to proceed in the absence of the Senators. But the Senator from New York now has the floor and he would like to proceed at this time. May I ask the Senator from Iowa if he would have any objection to the Senator from New York continuing his argument, and we will at least dispose of that much of our presentation?

Mr. HICKENLOOPER. Mr. President, neither would I have any right to object to the Senator from New York proceeding, nor would I have any disposition to try to circumscribe his presentation of the case. But I should like to ask whether it is the intention of the Senator from California to attempt to bring anything to final action today, that is by way of amendment or otherwise?

Mr. DOWNEY. No, Mr. President. The Senator may be assured that I shall not call any matter to a vote, and I shall

not make any further remarks unless called upon for information by some Senator. There will be no action taken this afternoon.

Mr. HICKENLOOPER. I thank the Senator from California.

Mr. CAPEHART. Mr. President, unfortunately I shall have to return to Indiana the early part of next week for a check up because of my recent automobile accident, and it is possible I may not be present to vote on the bill providing for an increase in Government employees' salaries. I wish to take this opportunity to say that I am in hearty accord with the bill, and if I could be present I would vote for it. I hope to obtain a pair with a Senator who is against the bill. I think it is a timely measure, I think Government employees are underpaid, and in my opinion this is a fine step in the right direction.

Mr. MEAD. As everyone understands, the bill provides an increase of 20 percent in the pay of the employees affected, except those in the legislative and judicial departments of the Government, where the increase averages 10 percent. The chairman of the committee explained very logically the reason for the difference between the 20-percent and the 10-percent increases.

Mr. President, I wish to generalize a little so far as my argument for the bill is concerned. The distinguished chairman of the committee has given us all the facts and details which in my judgment are necessary for us in arriving at a decision.

The situation in the city of Washington, particularly as it affects the employees in the lower brackets, is not only serious, but in some cases tragic. If anyone were to attempt to budget the meager salaries received by employees of the Federal Government, particularly those in the lower brackets, so as to meet the ordinary run of expenses which one has to meet in Washington, there is only one conclusion that any thought on that subject could bring to mind, and that is that the increase recommended by the Civil Service Committee of the Senate is modest and moderate, and not at all, in my judgment, subject to criticism. Employees of the Government in the lower brackets have a most difficult time providing shelter, food, and proper clothing, and meeting the ordinary necessary expenses of life. In my judgment it is a bad example for the Government of the United States, the richest government in all the world, a government which can now with good grace extend liberal loans' running into billions of dollars, in order to rehabilitate other nations, and in many instances meet their pay rolls, to treat its own employees as they are being treated under present circumstances.

Mr. President, while some wages may under certain circumstances be too high, I never heard anyone justify such a complaint applying to wages in the Government service. While the theory of high wages can be advanced at this critical juncture of our country's history with good grace and economic soundness, this bill does not even approach the wage scale which might be called high wages. No large corporation in the United States

has a wage scale which, in comparison with the wage scale set forth in this bill, can be used as an argument against the bill. The salaries being paid by the large corporation of the United States, while in many instances not large enough, are in nearly all cases in excess of the scale prescribed in the very modest proposal before the Senate.

I believe this is a time when we can with economic justification recommend this proposal, and recommend generally higher wages throughout the United States. Many thousands of employees in the lower brackets are leaving the Government service for better opportunities. They are employees who are trained and skilled in their work. If we can prevent costly turn-overs, which contribute very largely to the inefficiency of Government, we can save more money than the sum set forth in the statement given to the Senate by the distinguished chairman of the committee.

Not only are employees in the lower brackets in desperate need; not only are employees in the lower brackets leaving their positions, but employees in the higher brackets as well are leaving. They, too, find it difficult to make both ends meet. Many leaders in the executive departments of the Government have informed my colleagues and me that the difficulty which besets them, the reason why they are unable to meet the standard of efficiency required of them, is that they cannot keep the necessary personnel. Every day when we pick up the newspapers we find that men are leaving the Government service and going into private enterprise, receiving \$25,000, \$50,000, \$75,000, and even \$100,000 a year. Men who have established themselves in the Government because of their ability as executives have made as much of a sacrifice as they can make. In need of financial help, they have left the Government and gone to work for private enterprise.

It is a serious state of affairs when the Government of the United States finds itself in that situation at a time when an efficient government is a vital necessity. Our Government must meet the most complex problems in all its history; and upon the solution of those problems will depend the prosperity of the organizations and institutions which are taking men and women away from the Government. We are losing men who are skilled, trained, and experienced, because of the fact that they cannot live under existing conditions as laid down for them under the Federal wage schedule.

So, Mr. President, this bill which has been considered by the Senate Committee on Civil Service comes before the Senate at an appropriate time. I regret exceedingly that we must delay action on this Friday afternoon, with the Christmas vacation looming in the near future. I regret that we shall have to put it off until Monday. When Monday comes there will still be meetings of committees which take Members of the Senate from us today. It seems to me that we ought to proceed with the consideration of the bill. We ought to discuss it on the floor of the Senate this afternoon. It is of vital importance. If we are to take a recess until Monday, I

hope that will be the last delay until a decision is reached by the Senate and the bill is passed.

Mr. President, wage legislation is a very wholesome and constructive subject for the Senate to discuss. There is more in this subject than appears upon the surface. The determination which we now make, both so far as the Government is concerned and so far as private enterprise is concerned, will either hurry the day when we shall enjoy widespread prosperity which will be prolonged and enduring, or will hasten the time when the history following the last war will be repeated. We shall either augment the buying power of the Nation, which has seriously suffered as a result of curtailments following war production, or we shall drift into a very serious economic struggle which may precipitate another depression.

So, Mr. President, with a full realization of the seriousness of this problem, its effect upon the employees of the Government, its effect upon the efficiency of the Government, and its effect upon the economy of the country, I hope that we may begin on Monday to take up the bill section by section, until such time as we arrive at a determination, and I trust that the determination reached will be one favorable to the bill.

I wish to commend the able chairman of the Civil Service Committee for bringing the bill before the Senate, and for the fine explanation he has made of it. I hope he will continue his militant advocacy of the bill until it is passed, and that it will be passed at an early date.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Maurer, one of its reading clerks, announced that the House had passed without amendment the joint resolution (S. J. Res. 119) to provide for national elections in the Philippine Islands.

ENROLLED BILLS AND JOINT RESOLUTION SIGNED

The message also announced that the Speaker had affixed his signature to the following enrolled bills and joint resolution, and they were signed by the President pro tempore:

S. 601. An act for the relief of Joseph A. Hannon and Eleanore M. Hannon;

S. 1064. An act to authorize the discharge of midshipmen from the United States Naval Academy by the Secretary of the Navy because of unsatisfactory conduct or aptitude; and

S. J. Res. 110. Joint resolution to limit the operation of sections 109 and 113 of the Criminal Code, and sections 361, 365, and 366 of the Revised Statutes, and certain other provisions of law.

THE HOUSING SITUATION

Mr. MEAD. Mr. President, I had intended to say more about the pending bill, but I shall reserve any further statement for a later opportunity. I wish to speak briefly about the housing situation, unless some other Senator wishes to discuss the pending bill.

Housing is linked with the issue of Government salaries, because unless adequate housing is provided in the District of Columbia additional financial burdens

will be imposed upon the employees affected by the pending measure.

The housing situation is very serious. It is growing more serious from day to day. The tragedy of it all is that those of us who have been here during the past 4 or 5 years have had opportunities to secure pleasant, clean, sanitary housing accommodations. But apparently there are no more houses to be had. The existing housing accommodations are filled, and they have been filled for the past year or two.

Mr. President, who is it that is now coming home to look for a place to live? It is the boy who answered the call to arms, the boy who left his home, vacated the premises, and went away to do battle for his country. He is the man who now is here looking for the realization of the dream of his fox-hole days—a job and a home. There is a possibility of his getting a job; but, Mr. President, I do not know how long it will take him to find a home. From experiences which come to mind, it seems to me he will find it a most difficult problem and one which will require a prolonged period of time.

I hold in my hand an article which appeared in the Washington Post of yesterday. The heading of the article really tells the story. It is this: "Housing toughest problem veteran faces; expert describes situation as 'explosive.'"

ADDITIONAL APPROPRIATION TO PROVIDE HOUSING FOR SERVICEMEN AND THEIR FAMILIES—BILL REPORTED

Mr. JOHNSTON of South Carolina. Mr. President, will the Senator yield to me?

Mr. MEAD. I am glad to yield to my distinguished colleague from South Carolina.

Mr. JOHNSTON of South Carolina. Mr. President, at this time I am delighted to report Senate Joint Resolution 122, to amend section 502 of the act entitled "An act to expedite the provision of housing in connection with national defense, and for other purposes," approved October 14, 1940, as amended, to authorize an additional appropriation for the purpose of providing housing for distressed families of servicemen and for veterans and their families, and I submit a report (No. 839) thereon.

The joint resolution authorizes an additional appropriation of \$160,000,000 for the purpose of moving houses now in the United States from places where they are not needed to places where they are now needed for the use of ex-servicemen. I think the Senate realizes that 3,000,000 of our men have been discharged from the service since VJ-day. The Army and the Navy expect to discharge 10,000,000 more by the end of 1946. A great many of those who were in the service either were married just before they entered the service or were married while they were in the service or will be married immediately after they leave the service. That situation causes in the United States a tremendous housing problem the like of which we have never faced before, due to the fact that during the war we were able to build only a few houses for the civilian population. So this measure is reported fa-

vorably by the Committee on Education and Labor.

The PRESIDING OFFICER. The report will be received, and the joint resolution will be placed on the calendar.

Mr. JOHNSTON of South Carolina. Mr. President, I thank the Senator from New York for permitting me to interrupt his remarks at this time.

Mr. MEAD. Mr. President, it was a pleasure to yield to my distinguished and able colleague, and I congratulate him and the Committee on Education and Labor for the expeditious manner in which they have considered and reported the joint resolution. I introduced it some time ago; and, as has been so well explained, it will permit the Federal Housing Authority to move family housing units from places where they were vitally necessary during the war to places where they are vitally necessary now in the postwar period. Passage of the joint resolution will help a great deal in relieving the housing shortage.

I also trust that the Congress will be very quick to pass the permanent housing measure which has been introduced by my distinguished colleague the senior Senator from New York [Mr. WAGNER] in conjunction with the senior Senator from Ohio [Mr. TAFT] and the junior Senator from Louisiana [Mr. ELLENDER]. That bill, known as the Wagner-Ellender-Taft bill, which now is receiving consideration, will supplement the temporary housing program, in that it will provide a permanent housing program which the country needs very badly. However, Mr. President, the joint resolution will provide an interim program, and it will permit the moving of family housing units from places where they were originally constructed to places where the present need is obvious.

Mr. President, at the time I yielded to the Senator from South Carolina I was reading from an article appearing in the Washington Post of yesterday. The article is by Sam Stavisky, the Post's veterans editor. The article reads in part as follows:

HOUSING TOUGHEST PROBLEM VETERAN FACES; EXPERT DESCRIBES SITUATION AS "EXPLOSIVE"—125,000 MEN DUE BACK SOON, MANY SEEKING QUARTERS

(By Sam Stavisky)

When it comes to housing the veteran coming "home" to Washington is strictly in the dog house.

With demobilization speeding up daily, with 125,000 GI's due back to the District, the situation is fast becoming critical.

Mr. President, "critical" is not a strong enough word.

I now read further from the article:

One housing expert makes no bones about the worsening situation. He frankly describes it as "explosive."

Unquestionably, shelter is the toughest problem facing the returning veteran here. Not even the matter of making a livelihood is as imminent to the GI who's coming back to be reunited with his family.

NO TIME TO LOOK FOR JOB

Pfc Frank Beuchert, Jr., was discharged at Fort Meade last Sunday. He was overseas 2 years, and now desperately wants to be back with his wife and two children "so we can be a real family again."

But as it stands, Frank and one of the children must live with an aunt at 764 Rock

Creek Church Road NW., while his wife, Mary Jane, and the other child must live with his family at 712 Somerset Place NW. He doesn't even have the time to look for a job.

"We'll just have to eat our savings," Frank says. "I just couldn't concentrate on a job until we find a place to live together."

Scores of District of Columbia families are separated over wider areas.

"I've returned here to my job, and I'm staying in one room while my wife and son are living with relations 265 miles away," writes A. E. Fulford, 638 Park Road NW.

"Being separated for three long years was hard enough, but when you can't live with your family as a civilian, certainly something ought to be done about it."

Mr. President, that is a tragic situation.

The article continues, as follows:

WHAT'S BEING DONE

Just what is being done about it here?

The War Housing Center is currently placing 500 to 600 veterans and their families in apartments or houses monthly, or about one quarter of the 2,000 veteran applications made last month.

Altogether, there's a backlog of 3,000 applications from veterans in search of homes.

Mr. President, if we were to summon the Congress to remain in session day and night without any recess whatsoever, we should hardly be beginning to make the sacrifice which these boys have made over and over again—these boys who are looking for homes, but who will not find homes until the program to provide temporary homes and the program to provide permanent homes are fully and completely enacted. So I hope that before the Christmas recess is taken, the Senate, at least, will enact both the measures for the temporary housing program and the permanent housing program.

Mr. President, the housing situation for veterans is no longer merely a problem. It has reached the stage of an acute national emergency. Emergency action on the part of the Federal Government is required.

The veterans' housing need is the product of no one's imagination. Make no mistake about it, the Nation's housing shortage exists not only in our major cities, but hundreds of smaller communities are in dire need.

The situation is so desperate that the emergency can no longer be passed off as a community responsibility. Thousands of men from battlefronts half way around the world are tramping the streets in search of any place in which to rejoin their families and resume a normal life.

We all know that our servicemen have wanted two things above all else upon their return, namely, a job and home. But a job without a place to live is not much to come back to.

Foreseeing the danger of present conditions, Congress last June amended the Lanham Act by adding title V to make provision for some degree of relief for these veterans until such time as the resumption of residential building can provide the real answer to the Nation's housing shortage by adding thousands of new dwellings to the permanent housing supply.

Generally, States and municipalities have thus far failed to take steps to meet the situation.

Title V of the Lanham Act, among other things, provided for:

First. Veterans and their families to be given preference in any vacant federally owned war housing.

Second. The removal of temporary war housing which becomes vacant as the result of out-migration from war centers to congested areas for the use of veterans.

Third. Construction of new temporary housing for veterans and their families where the need clearly existed.

The National Housing Agency has carried out this policy to the limit of its powers. It has established regulations giving veterans and their families occupancy preference in all federally owned war housing, and has frozen the disposal of any movable war housing units except to house veterans and families of men still in service.

It has made available temporary housing, including trailers, to communities, colleges, and universities for the use of student veterans returning to school under the educational provisions of the GI bill of rights. It has urged both community and State officials to give wide publicity to the plight of the veteran to the end that any part of the private housing supply becoming available through turnover be reserved for veterans.

Communities have been urged to, and have been aided in, establishing or expanding local referral housing services for veterans. Mayors have been asked to appoint emergency committees on housing.

Under title V of the Lanham Act, Congress made available any funds available under title I thereof. Title I authorized the appropriation of \$1,500,000,000 to carry out the purposes of that title; \$1,464,313,000 has been appropriated to carry out the purposes of title I. All of the funds appropriated for those purposes have been expended except for \$74,355,000 of the appropriation, which was rescinded. At the present time there are no funds available for the purpose of carrying out the provisions of title I or title V of the act, and the only remaining authorization is an authorization for the appropriation of \$35,627,000 to carry out the provisions of those titles. Accordingly, I submitted a joint resolution to increase the existing authorization from \$35,627,000 to \$195,627,000, in order that the National Housing Agency may carry out the provisions of title V of the Lanham Act in the present emergency.

Mr. President, the authorization has been approved by the Committee on Education and Labor, and the report of that committee has been made to the Senate by the able junior Senator from South Carolina [Mr. JOHNSTON]. If the measure is adopted by the Congress it will then be possible for us to include in the pending deficiency bill, either in the committee or when it comes before the Senate for consideration, the additional money which will be required.

No new temporary construction is contemplated with this money. It will be devoted to supplying ultimately 100,000 temporary dwelling units to communities and educational institutions for the relief of veterans.

S. 1415

IN THE SENATE OF THE UNITED STATES

DECEMBER 7 (legislative day, OCTOBER 29), 1945

Ordered to be printed

AMENDMENT

Proposed by Mr. DOWNEY to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, viz: At the end of the bill insert a new section as follows:

- 1 SEC. 6. The compensation of Senators, Representatives
- 2 in Congress, Delegates from the Territories, and the Resident
- 3 Commissioner from Puerto Rico shall be at the rate of
- 4 \$15,000 per annum each; and the compensation of the
- 5 Speaker of the House of Representatives and the Vice
- 6 President of the United States shall be at the rate of \$20,000
- 7 per annum each.

AMENDMENT

Proposed by Mr. Downey to the bill (S. 1415)
to increase the rates of compensation of
officers and employees of the Federal Gov-
ernment.

DECEMBER 7 (legislative day, October 29), 1945

Ordered to be printed

DIGEST OF PROCEEDINGS OF CONGRESS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE
(Issued December 12, 1945, for actions of Tuesday, December 11, 1945)

(For staff of the Department only)

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HIGHLIGHTS: Senate committee reported without amendment bill to permit detail of regular army officers to USDA. Senate debated Federal pay bill. Both Houses agreed to second conference report on appropriation-rescission bill. Both Houses agreed to conference report on UNRRA appropriation bill. House received President's recommendation for new UNRRA appropriation. Rep. Manasco announced that conferees have agreed to report reorganization bill.

HOUSE

1. APPROPRIATION RESCISSION BILL. Both Houses agreed to the second conference report on this bill, H. R. 4407 (pp. 11998-2002, 1191). As finally passed, the bill includes the following rescissions:
 - WFA salaries and expenses, \$3,116,894.
 - Emergency supplies for territories and possessions, \$25,000,000.
 - Emergency rubber project, \$1,649,790, with provision that the balance shall be used to liquidate the project, including elimination of remaining plantations, rehabilitation and return of leased lands and disposal of property, and continuation of research until June 30, 1946; provided that balances shall be available until Dec. 31, 1946, to complete the liquidation of the project.
 - FEA, \$3,884,400.
 - ODT, \$3,075,000.
 - Office of Economic Stabilization, \$53,780.
 - Office of Scientific Research and Development, \$56,101,792.
 - Emergency fund for the President, \$45,000,000.
 - Lend-lease, including \$1,351,216,000 for agricultural and other commodities, with provision that the \$500,000,000 price-support fund shall be paid to CCC and continued as a reserve fund; \$600,000,000 contract authorizations.
 - Civil Service Commission, \$2,032,000.
 - Public Buildings Administration, \$750,000.
 - War housing, \$74,355,000.
 - Return of employment offices to States in 100 days.
 - Provision for transfer of funds to agencies liquidating temporary agencies.
 - Provision that crop and livestock estimates (BAE); OFAR; meat inspection (BAI); fruit, vegetable, and specialty crops (BPISAE); foreign plant quarantine (BEPQ); national forest protection and management (FS); and

forest-fire cooperation (FS) appropriations shall be so administered as to avoid deficiencies except for Pay Act expenses which can't be absorbed. This bill will now be sent to the President.

2. UNRRA APPROPRIATION. Both Houses agreed to the conference report on H. J. Res. 266, to appropriate \$550,000,000 additional for UNRRA (pp. 12002-3; 11990-1). This measure will now be sent to the President.

Received from the President a supplemental appropriation estimate of \$1,350,000,000 for UNRRA (H. Doc. 384). To Appropriations Committee. (p. 12035).

3. LABOR. Rejected, 182-200, a resolution for consideration of H. R. 3937, to repeal the Labor Disputes Act and to abolish WLB (pp. 12003-22).

Agreed, 259-108, to a resolution for consideration of H. R. 32, the Hobbs anti-racketeering bill (pp. 12022-7).

4. REORGANIZATION BILL. Chairman Manasco of the Expenditures in the Executive Departments Committee announced that the conferees on this bill, H. R. 4129, have reached an agreement (p. 11997).

SENATE

5. PERSONNEL DETAILS. The Military Affairs Committee reported without amendment S. J. Res. 113, to permit detail of regular army officers to this Department (S. Rept. 841) (p. 11972).

6. FEDERAL PAY BILL. Continued debate on this bill, S. 1415 (pp. 11983-90, 11991-2). Sen. Langer, N. Dak., spoke opposing an increase of 20% but favoring smaller increases (p. 11984). Sen. Downey, Calif., urged 20% increases, citing the increased cost of living and the need for retaining experienced workers (pp. 11984-6). This bill was made the order of business for Dec. 13 (pp. 11991-2).

7. 1ST DEFICIENCY APPROPRIATION BILL, 1946. Agreed to Sen. McKellar's (Tenn.) request for authority to report this bill, H. R. 4805, on Dec. 13 if it is ready at that time (pp. 11990-1).

8. WAR POWERS. The Judiciary Committee reported with amendment H. R. 4780, to amend the Second War Powers Act relative to the duration of such powers (S. Rept. 844) (p. 11972).

9. HEALTH. Passed with amendments S. 191, the Federal-hospital-aid bill (pp. 11973, 11975-83).

10. HOUSING; VETERANS. Began debate on S. J. Res. 122, to authorize additional appropriations to provide housing for veterans (pp. 11992-5).

11. RESEARCH. Sen. Mead, N. Y., inserted a N. Y. College and Universities Assn. resolution urging deferment of science students from military service (p. 11971).

12. FARM LOANS; MISSOURI VALLEY AUTHORITY. Sen. Langer, N. Dak., inserted a Logan County (N. Dak.) Farmers' Union resolution recommending increased farm loans to veterans, favoring establishment of an MVA, and opposing loans to Great Britain (p. 11972).

BILLS INTRODUCED

13. NATURAL RESOURCES. H. R. 4955, by Rep. King, Calif., to establish a national nat-

The amendment, as amended, was agreed to.

The **PRESIDING OFFICER**. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading and read the third time.

The **PRESIDING OFFICER**. The bill having been read a third time, the question is, shall it pass?

The bill (S. 191) was passed.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Swanson, one of its reading clerks, announced that the House had agreed to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 4407) reducing certain appropriations and contract authorizations available for the fiscal year 1946, and for other purposes.

The message also announced that the House had agreed to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the joint resolution (H. J. Res. 266) making an additional appropriation for the United Nations Relief and Rehabilitation Administration.

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES

The Senate resumed the consideration of the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

Mr. **DOWNEY**. Mr. President, I desire first to inform the Members of the Senate that it is not now my present intention to submit any amendment to the pending bill providing for the increase of congressional salaries to \$15,000. I had announced that I expected to do so, and I thought I would, but in the last day or two there have been careful, and I think authoritative polls taken, which indicate there would be a majority of the Senate against attaching the congressional amendment to the present pay bill. I do not know whether it is of interest to Senators, but on this side of the Chamber there would have been a majority of about 15 in favor of attaching such an amendment, and on the other side of the Chamber a majority of about 25 against attaching such an amendment.

I have believed continuously that the suggestion of the President of the United States was correct, that we should act upon the compensations of all the various Federal officials and employees at the same time, but when it appears that the Senate is otherwise inclined it would be a futile act to present such an amendment, and I would be very reluctant to have the Senate vote against the increased compensation to Members of Congress.

Likewise, Mr. President, I may say to the Members of the Senate that for the same reason I am not presenting any amendment providing for the increased compensation of judges, Cabinet members, and the policy-making officials of the Government. Many Senators have

expressed to me their opinion that there should be no increase of such compensation until we were ready at the same time to take action upon congressional increases.

As Senators perhaps will recall, the President had suggested an increase of \$10,000 in the salaries of the important officials of the Government. The National Planning Association, after action by its committees, has recommended an increase of congressional salaries to \$25,000. But I found hardly any sentiment for increasing congressional salaries to a larger sum than \$15,000, and I might say, I talked, I think, with a majority of Senators.

Mr. President, it is my opinion, however, that whenever the issue of congressional salaries and the salaries of judges and Cabinet members, is raised by itself, there will be a substantial majority of the Senate in favor of such a measure.

Likewise, Mr. President, as a part of this bill I had expected to offer an amendment setting up a retirement annuity system for Members of the Congress and the other officials of the Government, but the House Civil Service Committee has just reported a retirement bill to the House, and I believe it is expected it will pass the House momentarily. That bill, I assume, when it comes to the Senate will be referred to the Civil Service Committee, and we then can consider that issue and perhaps report a bill to the Senate early next week.

Mr. **WHERRY**. Mr. President, will the Senator yield?

Mr. **DOWNEY**. I yield.

Mr. **WHERRY**. Mr. President, I seek to clarify the statement made by the Senator from California relative to a poll which he said was taken, which shows that there was a majority of 15 Senators on the other side of the aisle in favor of the proposal to raise congressional salaries, while a majority of 25 on this side of the Chamber opposed such an amendment. If the Senator did take such a poll were not the replies based upon the fact that the majority on this side of the aisle at least was voting not to take up the Federal employees' bill with such an amendment as the Senator described attached? Was not that the question involved? The expression of sentiment was based on the method proposed, rather than the question of increase in salaries. Am I not correct?

Mr. **DOWNEY**. Mr. President, I think that probably is a fair expression of the sentiment of the majority side and likewise of many Senators on the minority side. I might say to the Senator that I tried to make that clear.

Mr. **WHERRY**. I did not clearly understand it.

Mr. **DOWNEY**. I did not mean to indicate that a majority of Senators do not favor an increase in congressional salaries. I think a substantial majority of Senators favor such an increase whenever it comes before the Senate on that issue alone.

Mr. **WHERRY**. Mr. President, I do not want to take issue with my distinguished colleague from California over the question whether there is or is not a majority favoring an increase. All I

wanted to do was to clarify—and I appreciate the fact that the Senator has now done so—that the poll which he took on this side of the aisle related to the procedure by which an increase was proposed to be made by way of amendment to the Federal employees' salary bill. I ask the Senator if that is not correct.

Mr. **DOWNEY**. That is correct.

Mr. President, I wish further to clarify my remarks. There was no intention on my part to say anything in criticism respecting the conclusion reached by any Senator that he did not want to consider the increase in congressional salaries in connection with the pending bill. So far as my own opinion is concerned, I think we should act upon all these raises at the same time, but, of course, others may have a much better reason than I have for reaching a contrary conclusion, and certainly one can reasonably hold to either side of such an issue.

Mr. President, when Senate bill 1415 was reported from the Civil Service Committee it provided for a 20-percent increase for all Federal employees and some Federal officials. In many cases that would bring the compensation of employees and officials above \$10,000 a year. Many Senators have expressed to me again the thought that we should not undertake to do anything which would increase the compensation of any official or employee above \$10,000 until we were ready to act upon the general group. Consequently, I should like to ask unanimous consent to have the pending measure amended by the language which I send to the desk.

The **PRESIDING OFFICER**. The Chair will state to the Senator from California that there is an amendment pending. Before offering another amendment the Senator would have to withdraw the pending amendment.

Mr. **DOWNEY**. Mr. President, I withdraw the pending amendment, which I have offered.

The **PRESIDING OFFICER**. The amendment is withdrawn.

Mr. **DOWNEY**. I now offer the amendment which I have sent to the desk, and ask that it be stated.

The **PRESIDING OFFICER**. The amendment offered by the Senator from California will be stated.

The **CHIEF CLERK**. On page 3, between lines 16 and 17, it is proposed to insert a new section, as follows:

SEC. 5. The foregoing provisions of this act shall not operate to increase any basic rate of compensation of \$10,000 or more, or to increase any basic rate of compensation to a rate in excess of \$10,000.

Mr. **BYRD**. Mr. President, will the Senator yield?

Mr. **DOWNEY**. I yield.

Mr. **BYRD**. I suggest the absence of a quorum.

The **PRESIDING OFFICER**. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Austin	Buck	Donnell
Ball	Bushfield	Downey
Bankhead	Byrd	Ellender
Barkley	Capper	Ferguson
Bilbo	Carville	Fulbright
Bridges	Chavez	George
Brooks	Connally	Gerry

Gossett	McMahon	Smith
Green	Magnuson	Stanfill
Gufley	Maybank	Taft
Gurney	Mead	Taylor
Hart	Millikin	Thomas, Utah
Hawkes	Mitchell	Tobey
Hayden	Moore	Tunnell
Hickenlooper	Morse	Tydings
Hill	Murdock	Vandenberg
Hoey	Murray	Wagner
Huffman	Myers	Walsh
Johnson, Colo.	O'Daniel	Wheeler
Johnston, S. C.	O'Mahoney	Wherry
Kilgore	Radcliffe	White
Knowland	Reed	Wiley
La Follette	Revercomb	Willis
Langer	Robertson	Wilson
Lucas	Russell	Young
McClellan	Saltonstall	
McKellar	Shipstead	

The PRESIDING OFFICER. Seventy-nine Senators have answered to their names. A quorum is present.

The question is on agreeing to the amendment offered by the Senator from California [Mr. DOWNEY].

Mr. BYRD. Mr. President, I was not in the Chamber during a portion of the remarks of the Senator from California.

Do I correctly understand that he has withdrawn all his amendments except the one now pending?

Mr. DOWNEY. That is correct.

Mr. BYRD. I have a suggestion to make to the Senator. In consultation with other Senators I am now preparing a proposal which will, on a graduated basis, give to the Federal employees an increase equivalent to the increased cost of living since 1941.

Let me say to the Senator that I am unalterably opposed to his proposal, which would make a flat increase of 20 percent, giving an increase of \$2,000 to those with salaries of \$10,000, and an increase of \$300 to employees with salaries of \$1,500.

The amendment which I have in mind is very difficult and complicated, because it involves consideration of nearly 18 classification brackets. Because of the fact that the Senator would not allow hearings which were requested by members of the committee, thus preventing them from having the advantage of assistance from the Civil Service Commission and other agencies in the preparation of this amendment, I ask the Senator if he is willing to defer consideration of the pending bill until tomorrow, or perhaps day after tomorrow, so as to give an opportunity to Senators interested in a graduated scale, and not a flat scale such as the Senator proposes, to prepare an amendment. Although it is very difficult properly to prepare such an amendment, I believe it can be prepared. We are also preparing a schedule showing the exact effect of the graduated scale. If the Senator is willing to accede to my suggestion, I for one will be prepared tomorrow, or day after tomorrow, to go forward with the submission and discussion of the amendment providing a graduated basis.

Mr. DOWNEY. Mr. President, I feel reluctant to let the bill go over until day after tomorrow, but if it would accommodate and satisfy the Senator from Virginia to defer its further consideration until tomorrow, I would not object.

Mr. BYRD. I will say frankly to the Senator that I believe that the Civil Service Committee should give further consideration to the proposed legislation.

When the time comes for discussion of that subject, I wish to explain to the Senate exactly how the bill was reported from the committee. It was approved by only half the membership of the committee, 5 out of 10. The Senator from North Dakota [Mr. LANGER] stated that he was misrepresented in the vote which he cast, because he was not in favor of a 20-percent increase. Therefore, the bill does not even have the approval of a majority of the members of the committee who voted. It had the approval of only half the committee, in the first place; for in the committee the vote in favor of the measure was 5 out of 10. However, one of the five Senators who voted for it was the Senator from North Dakota, who is here, and can speak for himself. If it develops that the bill as now drawn does not have his approval, then of course it would have received the approval of only 4 out of 10 members of the committee.

Mr. LANGER. Mr. President, I wish to make my position very clear. My position is that employees in the lower salary brackets should receive an increase of 8, 9, or 10 percent; employees in the middle brackets should receive a very small increase; and employees in the \$10,000-salary bracket should receive no increase at all.

Mr. BYRD. Mr. President, I wish to ask the Senator if he approves of the flat increase voted for by the committee.

Mr. DOWNEY. Mr. President, I have the floor, and I am entitled to a certain amount of consideration. I do not know whether the Senator from North Dakota is saying that I improperly voted his proxy.

Mr. LANGER. I am not saying that.

Mr. BYRD. Mr. President, let me say—

Mr. DOWNEY. Mr. President, I shall yield when I am ready to yield.

I wish to state that I have in my files an unlimited proxy in writing from the Senator from North Dakota, and he attached no condition to it, either orally or in writing. As a matter of fact, the Senator had told me that he did not favor the increase in the case of workers in the \$10,000 salary bracket or in the case of workers in the \$5,000 salary bracket; and the Senator from Virginia knows that I said I would not vote the proxy of the Senator from North Dakota for the increases recommended by the President because, although the Senator had given me an unqualified proxy in writing, I knew what his general sentiment was. So all I did vote his proxy for was the 20-percent increase.

Mr. President, if there was any misunderstanding between the Senator from North Dakota and myself, the amendment which I am asking to have adopted by unanimous consent would cure it, because I am asking that the effect of the bill be limited to salaries under \$10,000 a year, and I understand that is what the Senator from North Dakota wishes to have done. I do not believe action has yet been taken on that amendment. I ask unanimous consent for the adoption of the amendment which would limit the effect of the bill to salaries under \$10,000, and would not undertake to raise any

salaries which are in excess of that amount.

Mr. BYRD. Mr. President, I simply wish to repeat what I said. The Senator from North Dakota authorized me on Monday, as I recall, to state that he was absent from the Chamber and that he did not favor a flat, horizontal increase of 20 percent. That is what I have done. I think the Senator will confirm that statement.

Mr. LANGER. That is correct.

Mr. BYRD. This bill does authorize a 20 percent flat increase. That being the case, if the Senator from North Dakota did not favor such an increase then only 4 out of 10 members of the committee favored the bill. One member of the committee, the Senator from Vermont [Mr. AIKEN], was absent because of illness. He did not take any part in the votes on the bill during its consideration in the committee. I believe that the Senator from Vermont would not have voted for the flat increase, because during all the time I have been associated with him, he has always voted for larger increases in the lower brackets than in the higher brackets. Whether he would do so now, I cannot say. I can only say that the Senator from North Dakota authorized me to state in his absence, that he did not favor the 20 percent flat increase for which this bill provides.

Mr. DOWNEY. Mr. President, again I wish to make the RECORD correct. The Senator from Vermont [Mr. AIKEN] was fully apprised of the nature of the bill, and he gave me his proxy in writing, and I have it in my possession.

Moreover, Mr. President, let us go back a little. The only basic increase which we have seen fit to give our Government employees since 1927 was granted late last spring. In the Senate and in the House of Representatives for 5 long years we helped to increase farm profits and corporate incomes and industrial salaries, but until 5 years after the beginning of this inflation we never took a step to increase the basic compensation of Federal workers. It was only on July 1 of this year that we first gave Federal employees a single basic increase, although the cost of living, by increasing 33 percent, had decreased their wages by that self-same amount, until in Washington there were workers—and are workers—living on the edge of insolvency and insecurity and on subsistence salaries, and I know about it because I have talked to them.

Then, Mr. President, last fall we gave true overtime to the workers for the first time. In reality it amounted to nothing, because very little overtime was paid after that act was passed. We gave a basic increase of 15.9 percent, but that basic increase, at the suggestion of the Senator from Virginia and at the suggestion of the Senator from Iowa—and I have no doubt they did it sincerely—was graduated so as to give the employees in the upper brackets practically no increase. Every month the Government of the United States is losing hundreds of the best men in its service. Are we designing to increase inefficiency? Perhaps we are, because those workers are receiving at least 25 percent less in real

purchasing power than they received in 1941. Why did it work out that way, Mr. President? It worked out that way because, under the Little Steel formula, we were held down to an increase for the Federal employees of 15 or 16 percent. We did not grant that much increase equally. We provided for an increase of 20 percent for those in the salary bracket from \$1,200 to \$2,400; 10 percent for those in the bracket from \$2,400 to \$4,600; and 5 percent for those in the bracket from \$4,600 up. The final result for those in the \$7,000, \$8,000, or \$9,000 brackets was that such a worker had, and still has, a 1.9 percent increase in his basic salary over his 1927 or 1941 salary. Thus the effect has been to cut the pay of those employees by the equivalent of 25 percent.

I say that, if the Senate wishes to be penny-wise and pound foolish, that is a good way to do it—namely, to cut the living out of the hearts of the employees of the Government. The best of them are leaving. They are leaving every month. It is not only the spectacular persons, about whom we read, who are leaving; but men in the \$5,000, \$6,000, \$7,000, \$8,000, \$9,000, and \$10,000 brackets are leaving the Government service. Every administrative chief in Washington declares that the Government would be far more efficient if some higher salaries were paid, if at least to the men in the upper brackets sufficient salary were paid to give them as much buying power as they had in 1941. How can we expect them to remain in the Government service when their real purchasing power has been cut by 25 percent? And if they do remain in it, how can we expect to have efficiency and satisfaction in the Government service?

If I am properly apprised by what the Senator from Virginia has said, he wishes to increase the aggravation which we now have. He wishes to give the major part of any increase to the workers in the lower brackets, leaving the salaries of those in the upper brackets far below the cost-of-living standard.

Mr. President, I am glad to accommodate the distinguished Senator and to allow him until tomorrow to prepare and present the amendment he has in mind; of course, I am. But while I have this audience, I wish to make plain one other issue between me and the opposing Senators, namely, that the only basic increase which any of the Federal workers have received, except in the case of custodial employees and some other employees in the lower brackets, has been the 15.9 percent increase. Yet in spite of that, the average annual straight-time earnings, including that 16 percent, have increased by 21.3 percent. What causes the difference, Mr. President? It arises from three or four factors. First, within-grade promotions have raised the salaries of perhaps 20 percent of the workers a sufficient amount to affect the whole average by 2 percent. In 1942 the custodial employees received an increase to a minimum of \$1,200, and their increase was sufficient to raise the average another 1 percent. Promotions into upper groups, slightly increasing the proportion of men in the higher brackets, and what we term

"up-grading"—perhaps giving a worker more than he was legitimately entitled to—amounted to another 2 percent. All those factors together amounted to 5.3 percent. On the whole those factors probably did not affect more than 25 percent of the workers. But the distinguished Senator from Virginia—and I do not say that he does not have certain reason on his side—wants to count those increases as a diminution by 5.3 against any contemplated raise. In the first place, it seems plain to me that if a man works 3 years, 5 years, or 10 years, and earns a promotion, or within-grade employment, it should not be counted against him when we are trying to provide compensation designed to meet the increased cost of living. If a man has five additional years of experience and is more efficient, he is entitled to more pay, when because of a man's experience and his increased efficiency he has received under the law an increase in salary to say, therefore, that we should not increase his salary now under the general rule, is to draw an inaccurate conclusion with regard to the facts.

In any event, Mr. President, I have talked to many employees in the upper categories who have had no increases granted them since 1941. Their real purchasing power has been reduced at least 25 percent. They have been required to conform their living standards to their salaries, pay premiums on insurance policies, maintain children in colleges, and make payments on their homes. By having allowed their purchasing power to be reduced by 25 percent, we have passed over them a bleak and black cloud.

I know there is one other group of workers whom we have treated even worse than we have treated the group to which I have referred. I refer to the Congress of the United States. We are trustees dealing with ourselves in a delicate matter when considering the subject of fixing our own compensation. If we want to solve the problem by making the Congress a rich man's club, or by forcing Senators or Representatives to earn extra money, or to keep on the payroll as secretaries members of their families, very well. But as custodians of the public money I do not believe that we should use our power to relegate Federal employees to an inferior wage station, and there is no organization or editorial writer in the United States of whom I know who does not think that we are being very dilatory and very foolish in not providing for the payment of salaries which will hold capable men on somewhat the same basis as that which is recognized in connection with compensation paid to industrial employees.

Mr. President, I know very well—and the President knew also—that we cannot pay \$150,000 a year to any Government employees, even though some of the big insurance companies pay salaries of that amount. But when General Bradley of the Veterans' Administration comes before us and tells us that the Veterans' Administration is handling more insurance than three or four of the largest insurance companies combined, and is dealing in highly technical and

important matters in which there may be gains or losses running into the millions of dollars, and we cannot even work out a salary basis of seven or eight thousand dollars a year, so as to obtain the type of executive needed for the performance of that character of work, perhaps that is good business. I know some of the opposing Senators believe that it is. They think that it is possible to force those employees to live on the lower salaries, and that we should not recognize them but instead, perhaps, we should punish them; but every Cabinet officer and the head of every agency of the Government will tell us that they are steadily losing employees who were engaged in highly important work. They are able men who cannot be replaced for the same salaries they had received, because of the higher salaries which private industry is willing to pay. Within the past few months there have been 15 or 20 spectacular cases of able men leaving the Government service in order to go into private industry at greatly increased remuneration, and for each one of those whom we hear about there are probably 25, 50, or a hundred whom we do not hear about because they are in the lower salary brackets.

I should like to read a portion of some correspondence which I have in my hand. It was written by Mr. Bell on the occasion of his resignation, and addressed to the President and to the Secretary of the Treasury. Mr. Bell, as Under Secretary of the Treasury, was probably charged with the greatest financial responsibilities and faced the greatest financial difficulties of any man in our fiscal history. I understand that men who are familiar with his handling of the interest problem, the refunding of Government obligations, bond sales, and various Treasury transactions, say that he did an outstanding job. He was dealing not in billions of dollars but in hundreds of billions of dollars. He worked 10, 12, and 15 hours a day, and received only \$10,000 a year. He used up his savings, and when inflation arrived we did not raise his salary sufficiently to enable him to meet the increased cost of living. Finally Mr. Bell resigned and went into an ordinary sized bank where no one complained of his receiving two, two and a half, or three times the salary he had received in his prior position of infinitely greater responsibilities and duties. Yet, the Congress of the United States allowed conditions to develop which meant inevitably that Mr. Bell would leave the Government service.

Mr. President, I should like to read from Mr. Bell's letter. I think it will be interesting and will illustrate certain other points of the controversy between the distinguished Senator from Virginia and myself with regard to this bill. After a paragraph or two Mr. Bell said:

I entered the Treasury by appointment to the office of Treasurer of the United States in October 1911. After passing through various grades I was appointed Assistant Commissioner of Accounts in 1924 and Commissioner in 1931. In September 1934 the President appointed me Acting Director of the Bureau of the Budget, which position I held until

March 1939. In March 1935 I was made Assistant to the Secretary, in addition to the duties of Acting Director of the Budget, and was placed in charge of all fiscal and financial matters of the Treasury. In January 1940 I was appointed Under Secretary of the Treasury, which position I still hold. From July 1940 to March 1945, I also performed the duties of Acting Fiscal Assistant Secretary.

During all these years I have had very pleasant associations with officials and employees not only of the Treasury but of the entire Government service. I have come to have a great deal of respect and admiration for Government employees and their attitude toward their jobs. Certainly, they do not get the credit they deserve for the good work being accomplished. There isn't an office in the Treasury that doesn't continuously work overtime, and yet no complaints are ever heard, and very few requests for overtime pay. I think this is a marvelous record and, in addition, shows an appreciation on the part of employees of the importance of their job, and manifests their loyalty to their Government.

Mr. Bell's statement, in expressing tribute to the employees of the Treasury, was so vitally different from some of the generalized charges which have been made against inefficiency and favoritism in governmental agencies that I thought I would make a personal investigation. I happened to know a few persons in the Treasury, and I talked to them. I was told—and I believed it—of long hours of overwork, intense interest in their jobs, and the accomplishment of very remarkable results. I looked up the figures of the Treasury Department and I found that the increased number of personnel in the Treasury Department, as in every other agency of the Government, was far less than the number required to take care of the increased business during the past 4 years. Oh, yes; it sounds startling to say that the personnel of some agency has increased 10 percent, or 25 percent, or 50 percent, if we do not state to the public that the agency has increased its business 50 or 100 percent.

I carefully investigated the Post Office Department in which there has been the greatest percentage of increase in personnel of any of the large governmental agencies. I found that the Post Office Department has done a most remarkable job in handling tremendous additions to its normal work, with a correspondingly smaller number of employees.

Mr. President, Mr. Bell in resigning also wrote a letter to the President, and I want merely to read one paragraph of it. That paragraph is as follows:

During my service as Acting Director of the Bureau of the Budget and later as Under Secretary of the Treasury I have had the opportunity of closely observing the workings of the entire Federal service, and I have been impressed with the loyalty and efficiency of the Federal career employee, and I know that many of them are remaining in the Federal service at a real personal financial sacrifice. I have, therefore, been strongly sympathetic with your effort to better their position.

Mr. President, I ask that there be inserted in the RECORD the entire correspondence relating to Mr. Bell's resignation, printed in chronological order.

The PRESIDING OFFICER (Mr. MAYBANK in the chair). Is there objection?

There being no objection, the correspondence was ordered to be printed in the RECORD, as follows:

NOVEMBER 29, 1945.

The PRESIDENT,
The White House.

DEAR MR. PRESIDENT: I hereby tender my resignation as Under Secretary of the Treasury, to become effective December 31, 1945.

I am very grateful to both you and the late President Roosevelt for the opportunity given me to serve in this capacity during the past 6 years, 4 of which were among the most, if not the most, critical in our history. These recent momentous years complete a total of more than 34 that I have served in various grades as an employee of my Government. I feel compelled now to take advantage of other opportunities which have been offered me in the field of private employment.

During my service as Acting Director of the Bureau of the Budget and later as Under Secretary of the Treasury I have had the opportunity of closely observing the workings of the entire Federal service, and I have been impressed with the loyalty and efficiency of the Federal career employee, and I know that many of them are remaining in the Federal service at a real personal financial sacrifice. I have, therefore, been strongly sympathetic with your effort to better their position.

I am most sincerely appreciative of the kindnesses you have shown me and count it a real privilege to have served under you.

Please accept my best wishes for your continued good health.

Faithfully yours,

D. W. BELL.

NOVEMBER 29, 1945.

Hon. FRED VINSON,
Secretary of the Treasury.

DEAR MR. SECRETARY: I am transmitting herewith my resignation as Under Secretary of the Treasury, to become effective December 31, 1945.

You will recall that when you became Secretary I contemplated resigning in the fall to enter private business, but when the Victory Loan drive was announced for November and December I decided to defer action until that drive was over. As it will have been completed by the end of December, I feel that I should tender my resignation as of that date.

I entered the Treasury by appointment to the Office of the Treasurer of the United States in October 1911. After passing through various grades I was appointed assistant commissioner of accounts in 1924 and commissioner in 1931. In September 1934 the President appointed me Acting Director of the Bureau of the Budget, which position I held until March 1939. In March 1935 I was made Assistant to the Secretary, in addition to the duties of Acting Director of the Budget, and was placed in charge of all fiscal and financial matters of the Treasury. In January 1940 I was appointed Under Secretary of the Treasury, which position I still hold. From July 1940 to March 1945 I also performed the duties of Acting Fiscal Assistant Secretary.

During all these years of service I have had very pleasant associations with officials and employees not only of the Treasury, but of the entire Government service. I have come to have a great deal of respect and admiration for Government employees and their attitude toward their jobs. Certainly they do not get the credit they deserve for the good work being accomplished. There isn't an office in the Treasury that doesn't continuously work overtime, and yet no complaints are ever heard, and very few requests for overtime pay. I think this is a marvelous record and in addition it shows an appreciation on the part of employees of the importance of their job and manifests their loyalty to the Government.

I find it difficult, indeed, to sever my connection after all these years. I would like to say that any success I have had in the Department has been due to the loyal conscientious support which I have received from officials and employees with whom I have had the pleasure of being associated. No one could have had a finer and more efficient group with whom to work than I. I am confident that they are all fully competent to carry on the work in which I have been so much interested during the past several years, especially the work of the Fiscal Service.

I shall look back on the time I have spent here with pleasant memories and shall always have a warm spot in my heart for the Treasury.

I am also reluctant to sever my connections with you as we have had a very pleasant and friendly relation since the late twenties, when I first met you as a Member of Congress. I have been one of your many admirers and staunch supporters in the many responsible positions you have held throughout the Government, and I want you to feel free to call on me at any time I can be of help in the problems here in the Department.

Best wishes and kind regards.

Sincerely yours,

D. W. BELL.

THE SECRETARY OF THE TREASURY,
Washington, December 4, 1945.

Hon. DANIEL W. BELL,
*Under Secretary of the Treasury,
Washington, D. C.*

DEAR DAN: In accordance with your request I have forwarded your letter of resignation to the President. In so doing I have indicated to him, as I already have to you, that the Government has suffered an irreparable loss.

It is not my thought to dwell at length upon the subject, but I can say in all sincerity that in my judgment your career in public service is without parallel in accomplishment in the history of our country, and should be and is an inspiration to those who know that there is no earthly reward comparable to the feeling of well being that must go with the knowledge of a job well and faithfully done.

With you go my very best wishes for continued success.

Sincerely yours,

FRED M. VINSON.

THE WHITE HOUSE,
Washington, December 5, 1945.

Hon. DANIEL W. BELL,
*Under Secretary of the Treasury,
Washington, D. C.*

DEAR MR. BELL: I have no recourse but to accept your resignation as Under Secretary of the Treasury. The realization that the public service is to lose so faithful and outstanding a servant is saddening to me.

Your distinguished career in Government service, dating as it does from 1911 and ranging as it has from the relatively minor position you filled as a youth through such responsible positions as Commissioner of Accounts, Acting Director of the Bureau of the Budget, Assistant to the Secretary of the Treasury, and finally the position as Under Secretary of the Treasury from which you have felt yourself impelled to resign, is an inspiration to all.

I realize and sympathize with the motives which brought about your decision to leave Government service. You have the supreme satisfaction of knowing that in the eyes of your friends, and they are legion, you occupy an unrivaled and enviable position—that of one who has endeared himself to many without one whit compromising the high principles he brought to public service.

Sincerely yours,

HARRY S. TRUMAN.

Mr. HICKENLOOPER. Mr. President, will the Senator from California yield?

Mr. DOWNEY. I yield.

Mr. HICKENLOOPER. I apologize for interrupting the Senator at this moment—and I do not wish to stop his discussion, and I should not attempt to do that—but, again, as happened a few days ago, there is to be an executive meeting of the Atomic Bomb Committee, with a most important witness present, and I personally feel that it is very necessary to be at the committee meeting. I wonder if any agreement could be reached between the Senator from California and the Senator from Virginia as to whether or not this matter might at least, so far as any action is concerned other than on the amendment now proposed by the Senator, be put over until tomorrow—until the Senator from Virginia could expect to file his graduated-scale amendment.

Mr. DOWNEY. I know how vitally interested the Senator from Virginia and the Senator from Iowa are in the bill, and if they desire to leave the Chamber to attend a committee hearing—they are on the committee—I would not even want to go ahead with the argument and the presentation of my testimony in their absence. But I should not want the pending business displaced in any way, except upon the understanding that we could renew our consideration of the bill by noon tomorrow.

Mr. HICKENLOOPER. Let me say to the Senator from California that under normal ordinary circumstances I would not think of making a request of this kind, and seek to leave the Chamber for a committee meeting, but it happens that this particular meeting—and perhaps one or two others which will follow in the next week or two—are highly important, and I feel very deeply that the members of the committee should be present.

Mr. DOWNEY. I am glad to accede to that, and desist from any further argument or consideration of the bill at this time, but I would make a request of the distinguished Senators. Without the presentation of these amendments we had expected that we should be able to entirely dispose of the bill in either 1 or 2 days, so I am wondering if the distinguished Senators could not place their committee meetings on the atomic-bomb matter so that they would not come tomorrow or the following day.

Mr. HICKENLOOPER. Will the Senator further yield?

Mr. DOWNEY. I yield.

Mr. HICKENLOOPER. The meeting today and the one day before yesterday, or yesterday, whenever the agreement was reached, were just a little beyond the control of the committee. They had to be held at the time when the witnesses were available and we had no control over that. That happens to be the situation today. I am not at all certain that that situation will exist as to any of the meetings hereafter. I may say further that, so far as I am personally concerned, I have no objection to the Senator's proposed amendment limiting the increases to salaries not over \$10,000. That, I understand, is the proposed amendment,

that no salary shall, by any of this increase, go over \$10,000.

Mr. DOWNEY. Or affect any salary that is over \$10,000.

Mr. HICKENLOOPER. I may say that I myself have no objection to the amendment, but I would personally appreciate it if the Senator from Virginia could have time to perfect his amendment, with the understanding that meanwhile there would be no final action taken on any matter, and no votes on the bill, until tomorrow at least.

Mr. WHITE. Mr. President, will the Senator from California yield?

Mr. DOWNEY. I yield.

Mr. WHITE. I hope the Senator from California will accede to the request that the bill may be temporarily laid aside until tomorrow. I personally have no possible objection to the amendment which I understand is pending, but I think that if the bill is to go over it should go over with all pending amendments, because other Members of the Senate might have different ideas from mine with respect to the particular amendment. So I entertain the hope and express the hope that if the bill is to go over—and I hope it will—there will go with it the pending amendments.

Mr. DOWNEY. That is entirely satisfactory.

Mr. HILL. Mr. President, will the Senator from California yield?

Mr. DOWNEY. I yield.

Mr. HILL. I have no objection to the agreement. I wish to say, however, that if we shall proceed with the consideration of the bill tomorrow it certainly will be hoped that the consideration of the bill will not be interfered with or broken. We are confronted with the situation that this bill is the unfinished business, and at different times it has been laid aside for other bills. That is not a very satisfactory way to proceed. It puts Senators in such a position that it is difficult to know what is the business before the Senate. Tomorrow, if we proceed with the bill, I certainly hope the Senator will be prepared to continue with it until it is brought to some final conclusion.

Mr. WHITE. Mr. President, will the Senator from California yield further?

Mr. DOWNEY. I yield.

Mr. WHITE. I join with the Senator from Alabama in the hope he has expressed. I have not been happy about the situation which has existed in the Senate during the last few days, when at one time or another three separate bills have been the pending business of the Senate and have been shuffled around to the point of confusion, I think, to all of us. I hope that if the bill goes over it will be taken up tomorrow and will be proceeded with until it is concluded.

Mr. BYRD. Mr. President, will the Senator from California yield?

Mr. DOWNEY. I yield.

Mr. BYRD. I have been consulting with the legislative draftsmen, and they do not think they can prepare the amendment I am to propose, in the form in which it should be, before day after tomorrow. It is a very complicated amendment. It takes in 16 different classifications of the civil service, and the effort of those who desire to offer the amendment is to have a graduated increase, to

give the larger increase to the smaller brackets, and the smaller increase to the larger brackets. So I am going to ask that the bill be deferred, without losing its place, until day after tomorrow.

Mr. DOWNEY. Mr. President, if a unanimous-consent agreement can be made that if the bill goes over until day after tomorrow it shall not then be displaced by any other business until we have disposed of it, that will be satisfactory to me.

Mr. WHITE. Mr. President, I hope that will be satisfactory to all, because I think it lends nothing to the credit of the Senate to have a bill brought before us and made the unfinished business, have it laid aside, and another bill substituted, and then have a third bill come along and supplant both of those which had previously been before the Senate. I think that when we lay the pending bill aside it should be with the understanding that we will take it up at a definite time, with the full understanding that when it is again taken up, it shall have the exclusive attention of the Senate until finally disposed of.

Mr. DOWNEY. I thank the Senator.

Mr. GUFFEY. Mr. President, does this require unanimous consent? If so, I shall object. I have made my schedule otherwise, and have been here to vote on the bill.

The PRESIDING OFFICER. So long as no time is fixed for a vote, it does not require unanimous consent.

Mr. DOWNEY. Mr. President, could I request of the Senator from Virginia, if he thinks it proper, that he apprise me by letter tomorrow morning the general nature of his amendment, so that I may be preparing my data?

Mr. BYRD. I shall do that if I can, but I again call the attention of the Senator from California to the fact that had he permitted hearings, and had he not very early closed the hearings and reported the bill—as I shall show tomorrow—after he had promised the Senator from Virginia to have certain witnesses heard, this difficulty would not have arisen.

A matter of this kind should be worked out in committee. This is a very intricate and difficult question. It is a question involving, directly and indirectly, 3,000,000 employees of the Government, and it should be worked out in the committee. But it was the action of the Senator from California which precipitated the situation which now confronts the Senate.

Let me say—and I speak in all candor—that I have been a Member of the Senate for nearly 13 years, and I have never known, until the occasion to which I have referred, of the chairman of a committee refusing to permit—as in this instance—four members of a committee to summon witnesses to be heard on a matter that was pending before the committee.

In this instance the hearings were arbitrarily closed by the chairman by the use of proxies. Only two of the votes were cast by Senators present at the time. Three of them were by proxy. We are told since that, while the Senator from North Dakota had given his proxy, he did not know, nor did he intend, that his proxy would be voted for a bill pro-

viding for a flat increase in salaries. So, under the conditions, I think I am justified in making the request at this time, since I did not have an opportunity to examine the civil-service representatives, to examine the legislative experts, and to work this matter out in committee, as should have been done, because of the arbitrary action of the chairman.

Mr. DOWNEY. Mr. President, I dislike very much to be drawn into a controversy with any Senators on matters of this kind. We are living in really a dreadful age, our responsibilities are rather fearful, and I think we should attempt to be as accurate and tolerant as we can be.

Let me unequivocally and categorically say that the records of the committee do not at all support the statement the distinguished Senator from Virginia has just made.

Mr. BYRD. Will the Senator yield at this time?

Mr. DOWNEY. Not yet. The Senator wanted to present to the committee two kinds of evidence of witnesses. He never gave the slightest intimation to the chairman—I challenge him to find it in the record—that he desired to take time to prepare an amendment along the lines of which he is now speaking.

Mr. BYRD. Mr. President, will the Senator yield at that point?

Mr. DOWNEY. No, not now, Mr. President.

The Senator stated he wanted to do two things. He wanted the committee to go into an investigation of what I term regional wage discrimination. The Senator has been discussing that matter for many years. I do not know whether he finally found a neophyte in the Senator from Iowa, but so far as I know there has never been one Senator on the Committee on Post Offices and Post Roads or on the Civil Service Committee whose mind was not conclusively made up against discrimination in Federal wages according to a standard of living, and in a prior argument I cited the vote of the Senator from Tennessee [Mr. McKellar] to that effect, and read from the statement of the Senator from Georgia [Mr. George] made on the floor. The overwhelming majority of the membership of the committee did not want to hear that matter because they had conclusively reached an opinion on it.

As chairman of the committee, I think I have the right to say whether the committee shall go into a laborious investigation of an issue which has already been considered 10 or 15 times by the Senate itself, and upon which every member of the committee, including the deans of the Senate, have made up their minds. So I stated that the chairman was not willing to delay action on this bill, which is so vitally important to Federal workers; that I was not willing to have it go over till next spring or winter for an investigation of that matter to be made.

Likewise, the distinguished Senator from Virginia stated to the chairman in three or four different forms that he wanted to call before the committee important officials from the Government to testify as to why they were not more rapidly decreasing their personnel.

While the colloquies are somewhat ambiguous, it is very plain that I stated to the Senator finally that I would be glad to call before the committee all the Cabinet heads for him to cross-examine. I thought he had asked permission to do that at least, and I had said that I would be glad to have the Cabinet members called before the committee. Instead of that, as we were about through with our hearings, the Senator from Virginia suggested that he wanted to call before the committee the head of every agency in Washington. His language was sweeping and unequivocal. The Senator from Iowa in a letter he wrote me said that the Senator from Virginia limited that request by saying he wanted to call 30 or 40 heads of agencies.

Mr. BYRD. Mr. President, will the Senator yield at that point?

Mr. DOWNEY. But my remembrance is that the Senator's language was unequivocal; that he wanted every agency head whose salary was to be increased called before the committee.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. DOWNEY. Yes, I yield.

Mr. BYRD. I never made such a statement as that at all. I had a list of those I desired to be heard, and the Senator would not even do me the courtesy to read the list. I never said I wanted to summon before the committee the head of every agency in Washington.

Mr. DOWNEY. I will read it tomorrow.

Mr. BYRD. It was in executive session.

Mr. DOWNEY. No.

Mr. BYRD. Let me read what the Senator said.

Mr. DOWNEY. One minute and then I will yield. What I refer to is in the record. It was taken down by a reporter and it is printed.

Mr. BYRD. Get the record.

Mr. DOWNEY. I will tomorrow. The Senator said he wanted to call the head of every one of the agencies. The letter written by the distinguished Senator from Iowa corroborates that. I will have the statement with me when we proceed again tomorrow.

Mr. BYRD. This is what is in the record:

Senator BYRD. May I interrupt?

Certainly we ought to get into the question of whether or not they are going to reduce any of these employees.

There have been less than 100,000 of the nonindustrial workers who have been reduced on October 1, although the war with Germany was over in May, and the war with Japan was finished in August.

I have no intention of voting for a large increase, unless some efforts are going to be made by the heads of these agencies to reduce their personnel forces away beyond what they have done or show signs of doing.

I will make a motion to the committee to summon the head of every department and ask that head of the department concerning his plans to reduce his exorbitant and unnecessary personnel now existing in the Federal Government.

I think that is perfectly proper and legitimate, that this committee attempt to reduce it by establishing a ceiling. I think we should do what we can in making any reasonable reduction of those bloated bureaucracies that we have.

This is what the chairman said:

The CHAIRMAN. Senator BYRD, the Chairman will be very happy to call before the committee any Cabinet heads you would like to have here.

Mr. DOWNEY. Will the distinguished Senator repeat that statement?

Mr. BYRD (reading):

The CHAIRMAN. Senator BYRD, the Chairman will be very happy to call before the committee any Cabinet heads you would like to have here.

Senator BYRD. I will furnish a list.

The CHAIRMAN. I will be very happy to do that. Several of them are already slated to be here to discuss the bill and, of course, they will be available for questioning.

Senator BYRD. I have no desire to delay it at all, but I know that there are many Members of Congress who want some assurance that there is going to be some elimination of these unnecessary employees that exist in the thousands and hundreds of thousands as of this date.

When I made the motion, Mr. President, which was supported by the Senator from Iowa [Mr. Hickenlooper] and the Senator from Connecticut [Mr. Hart], who were present, and whose letters are in the report complaining of this procedure, the Senator from California defeated that motion to summon these witnesses, whom previously he had agreed to summon, not only in the hearing but in personal conversation with me in the presence of the Senator from Iowa.

Mr. DOWNEY. Mr. President, it is regrettable that two Senators have to indulge in this sort of controversy on the floor, but the Senator is constantly making inaccurate and, I think, unfair remarks. He has seen fit to indulge his feelings against me in the public press, so I feel I am entitled to reply.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. BYRD. I wish to say that I gave nothing to the public press except a copy of the letter which I wrote to the Senator, which is included in the report of the committee. That is all I have given or said to the press. The Senator cannot point to anything I have said or given to the public press, except this official letter which is now a part of the record of the Senator's own committee.

Mr. DOWNEY. Mr. President, let me say, as the Senator has himself read, that my agreement with him was to call before the committee any Cabinet heads he desired. He never furnished me with any list and never offered to furnish me with any list. We called before the committee six important witnesses, the Secretary of Agriculture, Mr. Anderson; the Attorney General, Mr. Clark; Mr. Batt of wide experience in industry and the War Production Board; General Flemming; General Bradley; and Mr. Bowles. There we had six men, two from the Army, two from industry, two from out of prior public life. I think the Senator was present perhaps on two occasions, although I endeavored to accommodate every meeting to him. He did not ask one single relevant question of any one of those six important witnesses whose experience covered a great part of the Government, except Mr. Clark.

He asked Mr. Clark some innocuous questions about the number of employees in the Department of Agriculture.

Mr. BYRD. Mr. President, the Senator from Virginia was not even present when Mr. Clark testified. The Senator from California is totally wrong in what he is saying. There were only two Cabinet heads present while I was there.

Mr. DOWNEY. Mr. President, I stand corrected. I meant to say Mr. Anderson.

Mr. EYRD. I did ask Mr. Anderson, as the Senator will find if he will read the testimony, what reduction he expected to make, when he expected to make it, and other details about his Department, and I asked the same thing of General Flemming. They were the only two witnesses there when I was present who had to deal with this matter. The Senator knows that he held these meetings day after day when other Senators, including myself, the Senator from Iowa [Mr. HICKENLOOPER] and the Senator from Connecticut [Mr. HART] had to attend important meetings of the Atomic Bomb Committee, important meetings of the Naval Affairs Committee, and of the Finance Committee. I was able to attend only two sessions of the Senator's committee meetings. The committee had only six meetings on a bill involving \$1,000,000,000. That is what this bill involves directly or indirectly, if passed in its present form. It will cost to the Government \$1,000,000,000 each year as a permanent salary increase. The committee had only six meetings. At the last meeting there was only one witness. He was Dr. Bush, the scientist. I attended every meeting I could attend. The first meeting was on November 2 and the bill was reported on November 15. There were only two casual executive meetings held. The bill was not even read for amendment, as is usually done.

The fact that the Senator offers an amendment today shows the lack of consideration that was given to the bill, because that amendment should have been put on the bill in committee. But the Senator was so precipitous and so anxious to get the bill to the floor of the Senate in the form in which it was that he did not even think about placing in it an amendment providing that the 20-percent increase should not apply to employees whose compensation is such that the increase would make their salaries higher than those received by Senators and Representatives. Later, when he thought of it he, of course, knew that he could not increase the salaries of the civil-service employees in excess of the salaries paid Members of Congress. Therefore he submitted this amendment which provides that the bill shall not operate to increase any salaries to over \$10,000.

I want to say, Mr. President—

Mr. DOWNEY. Mr. President, I refuse to yield further now. The Senator has imputed certain statements to me, and all I am trying to do is to clarify the record. I want to say that the chairman of the committee wanted to call before the committee, so the Senator from Virginia could cross-examine them, Mr. Forrestal and Mr. Patterson. First the Senator from Virginia asked me twice to put over committee hearings, which I did

at his request. I thereupon made an engagement with most of the members of the committee and Mr. Patterson and Mr. Forrestal to attend a committee meeting. The Secretaries had very considerable difficulty working out their agendas. They agreed to come. I then found that the Senator from Virginia could not be present, and, with much embarrassment, I told the Secretaries that we could not hear them. I again arranged an appointment for those two Cabinet members, and again hardly a single member of the committee could be present. I again would have attempted to have those two Secretaries appear before the committee, but members of the committee gave me clearly to understand that they could not attend more than perhaps one meeting a week from then on. The distinguished Senator from Virginia wanted to call before the committee all of the agency heads and department heads.

Mr. BYRD. Mr. President, I emphatically deny that. The Senator is making a statement which is not true.

Mr. DOWNEY. It would have taken months to have carried on such an investigation.

As chairman of the committee I took another fact into consideration. The Senator from Virginia is chairman of the Joint Committee on Reduction of Nonessential Federal Expenditures, which is charged with the duty and responsibility of investigating personnel needs in the various agencies of the Government, and is given funds to conduct such investigations. I thought that we could save a great deal of work by using the records of his committee, instead of calling before our committee 25, 50, 75, or 100 agency heads, which would have been an interminable task. As I shall show tomorrow, I knew that it would be almost impossible to perform in a period of less than 6 months such a task as he suggested.

I obtained records of the hearings before his committee. During the whole of the past year the distinguished Senator from Virginia called before his committee representatives of not to exceed four agencies, I believe. Over a period of a whole year he called the UNRRA officials; he called Mr. McNutt; he called Arthur Flemming, and perhaps representatives of one or two other groups. That was what his committee did in discharging its responsibility in connection with these various matters.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. BYRD. I merely wish to state that the Joint Committee on Reduction of Nonessential Federal Expenditures has been engaged—and I think more or less effectively—in preparing a plan of reorganization. At the request of the committee the information was available with respect to the reorganization, and the plan was prepared and delivered to President Truman. It was a colossal task. The Senator has endeavored to infer that the committee has not been at work. It has worked hard. Hearings were not necessary with respect to the reorganization. I will furnish the Senator a copy of the plan if he desires it.

Hearings had been held previously. The background had been obtained. At the request of the President the committee worked diligently in order to prepare a plan of reorganizing 1,151 bureaus. The plan was delivered to the President a short time ago.

Mr. DOWNEY. The distinguished Senator clearly indicated that he wanted to call each of the agency heads before our committee and go into an inquiry as to their present "bloated bureaucracy," as he expressed it, and into an investigation of what they expected to do in the future. I consulted with distinguished members of the Appropriations Committee, and I found that for months most able and conscientious Members on both sides of the aisle had been investigating those very problems. I found that in Washington literally thousands of men were working almost every day at calculations as to their present employees and their future needs. I found that the Appropriations Committee might take several days with a single group. From what I knew of the distinguished Senator from Tennessee and other members of the Appropriations Committee, I believed that they were doing a first-class job.

I do not underestimate the desire of bureaucracy always to grow and expand. I do not underestimate the difficulties of the Bureau of the Budget and of the Appropriations Committee, as well as of Congress. But it seemed to me entirely irrelevant for me, with my comparatively humble committee, with no funds, to call before the committee the various agency heads and start an investigation as to their present and future personnel needs.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. WHITE. I do not wish to say anything that would be offensive either to the Senator from California or the Senator from Virginia; but I confess that I do not quite see the relevancy of the discussion as to what took place in the committee, what witnesses were called and what witnesses were not called, and whether witnesses were examined or not examined, to the simple question whether the pending bill is to be temporarily laid aside, to be proceeded with day after tomorrow.

Mr. DOWNEY. I think the suggestion of the distinguished minority leader is well made, and so far as I am concerned I have no desire to pursue this sort of discussion. I do not think it gains anything for anyone.

Mr. President, as I understand, the bill will go over until day after tomorrow, at noon, and then will be taken up.

Mr. HILL. Mr. President, it may be that the bill can go over until day after tomorrow; but I do not wish to commit the Senate at this time, for the reason that the deficiency bill may be ready for consideration day after tomorrow, which will be Thursday. The deficiency bill contains items which must be acted upon before the Congress takes a recess. Many of the items are urgent, and some of them are of an emergency character. If the deficiency bill is ready it may not be possible to proceed with the consid-

eration of this bill on Thursday. There may be some other bills of an emergency nature with which the Senate will have to proceed. So at this time there is no way to have any binding agreement or commitment that this bill will be proceeded with day after tomorrow.

Mr. WHITE. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER (Mr. THOMAS of Utah in the chair). The Senator will state it.

Mr. WHITE. Is not the bill before the Senate the unfinished business of the Senate?

The PRESIDING OFFICER. The Senator is correct.

Mr. WHITE. And it can be displaced only by a privileged matter.

Mr. HILL. It can be displaced in one of two ways, either by unanimous consent, which temporarily lays the bill aside for the consideration of some other matter, or by a motion to proceed to the consideration of some other matter.

Mr. WHITE. But in the normal course, and without the intervention of some such circumstance as the Senator from Alabama suggests, the bill would continue to be before the Senate.

Mr. HILL. The bill would continue before the Senate until finally disposed of, unless it should be disposed of in one of the two ways suggested. But I did not wish the Senator from California to feel that he had any positive commitment that, come what may, his bill would absolutely be proceeded with on Thursday. Perhaps other matters may be considered to be more urgent and more of an emergency nature.

Mr. DOWNEY. Mr. President, the distinguished acting chairman of the Appropriations Committee [Mr. McKELLAR] has just entered the Chamber. We were discussing the possibility of the deficiency bill being ready for consideration by the Senate, and its effect upon the consideration of other legislation. I wonder if the distinguished Senator can inform us what the prospects are?

Mr. McKELLAR. Mr. President, we had hoped to get through the proof today, but there will be several witnesses tomorrow morning. I very much hope that we can get the bill before the Senate some time on Thursday. I do not know just exactly when, but I am doing my best. We have had a great many witnesses before the committee, more than the usual number. We have had to give them a hearing, but we are hoping to get through with the bill on Thursday.

Mr. BANKHEAD. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. BANKHEAD. Does the Senator mean that he hopes to report the bill on Thursday? If so, will the Senator try to obtain consideration of the bill on the same day?

Mr. McKELLAR. In that event unanimous consent would be required for consideration of the bill on Thursday.

Mr. BANKHEAD. In all probability, then, it will be Friday before the bill can be taken up.

Mr. McKELLAR. It may be.

Mr. DOWNEY. Mr. President, can the distinguished Senator suggest how long a time may be required by the consideration of the deficiency bill?

Mr. McKELLAR. I believe it can be disposed of in a day. I do not anticipate that its consideration will require a long time. There are a great many items of appropriation in the bill, but the committee has gone over the items very carefully, and I hope that we can report a bill which will not involve much controversy.

Mr. DOWNEY. I thank the Senator.

ADDITIONAL APPROPRIATION FOR THE UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION — CONFERENCE REPORT

Mr. McKELLAR submitted the following report:

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the joint resolution (H. J. Res. 266) making an additional appropriation for the United Nations Relief and Rehabilitation Administration, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate numbered 1, and agree to the same.

Amendment numbered 2: That the House recede from its disagreement to the amendment of the Senate numbered 2, and agree to the same with an amendment as follows: Restore the matter stricken out by said amendment, amended to read as follows:

"In adopting this joint resolution the Congress does so with the following recommendations:

"A. That the United States member of the control committee of the United Nations Relief and Rehabilitation Administration is hereby requested, by appropriate resolutions or agreements, to secure favorable action by that committee or by the United Nations Relief and Rehabilitation Administration Council to attain the following objectives:

"(1) That all trade agreements and all barter agreements of a recipient country with other nations, together with satisfactory information on all exports from, and imports into, such country, whether for governmental or private account, will be made available to the United Nations Relief and Rehabilitation Administration.

"(2) That each recipient country shall supply accredited United Nations Relief and Rehabilitation Administration personnel with all necessary facilities, credentials, documents, and safe conduct in carrying out the objectives of the United Nations Relief and Rehabilitation Administration agreement, including all necessary inspections and investigations.

"(3) That the Administration, if it determines such a course to be desirable, will be permitted, during the period of its operations in a recipient country, to retain title to all motor-transport equipment supplied by the Administration and will also be permitted to route such equipment and to direct the use of the fuel and lubricants supplied by the Administration.

"B. That the President is hereby requested, through appropriate channels, to facilitate the admission to recipient countries of properly accredited members of the American press and radio in order that they be permitted to report without censorship on the utilization and distribution of United Nations Relief and Rehabilitation Administration supplies and services."

And the Senate agree to the same.

KENNETH McKELLAR,
CARL HAYDEN,
MILLARD E. TYDINGS,
RICHARD B. RUSSELL,
C. WAYLAND BROOKS,
STYLES BRIDGES,
CHAN GURNEY,
JOSEPH H. BALL,

Managers on the Part of the Senate.

CLARENCE CANNON,
C. A. WOODRUM,
LOUIS LUDLOW,
J. BUELL SNYDER,
EMMET O'NEAL,
LOUIS C. RABAUT,
JOHN TABER,
R. B. WIGGLESWORTH,
EVERETT M. DIRKSEN,
ALBERT J. ENGEL,

Managers on the Part of the House.

The report was agreed to.

FIRST SUPPLEMENTAL SURPLUS APPROPRIATION RESCISSION ACT, 1946—CONFERENCE REPORT

Mr. McKELLAR submitted the following report:

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the amendments of the Senate numbered 32 and 39 to the bill (H. R. 4407) reducing certain appropriations and contract authorizations available for the fiscal year 1946, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendments of the House to the amendments of the Senate numbered 32 and 39, and concur therein.

KENNETH McKELLAR,
CARL HAYDEN,
MILLARD E. TYDINGS,
RICHARD B. RUSSELL,
C. WAYLAND BROOKS,
STYLES BRIDGES,
CHAN GURNEY,
JOSEPH H. BALL,

Managers on the Part of the Senate.

CLARENCE CANNON,
C. A. WOODRUM,
LOUIS LUDLOW,
J. BUELL SNYDER,
EMMET O'NEAL,
LOUIS C. RABAUT,
JOHN TABER,
R. B. WIGGLESWORTH,
EVERETT M. DIRKSEN,
ALBERT J. ENGEL,

Managers on the Part of the House.

The PRESIDING OFFICER. Is there objection to the present consideration of the conference report?

There being no objection, the Senate proceeded to consider the report.

Mr. TAFT. Mr. President, what was done regarding the employment offices? Was there no difference between the House and Senate?

Mr. McKELLAR. The conference report on that subject was adopted a week or 10 days ago, and the time was fixed at 100 days.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

AUTHORIZATION FOR APPROPRIATIONS COMMITTEE TO SUBMIT REPORT

Mr. McKELLAR. Mr. President, in view of the urgency of passing the deficiency bill, I ask unanimous consent to report the bill, if it is ready to report, on next Thursday.

Mr. HICKENLOOPER obtained the floor.

Mr. REVERCOMB. Mr. President, will the Senator yield?

The PRESIDING OFFICER (Mr. TUNNELL in the chair). Does the Senator from Iowa yield to the Senator from West Virginia?

Mr. HICKENLOOPER. I yield.

Mr. REVERCOMB. Do I correctly understand that there will be available to Senators a print of the bill showing its full contents? I think that is highly essential.

Mr. McKELLAR. Mr. President, if the Senator from Iowa will further yield, let me say that I cannot state that the report will be printed by that time, because if we do not agree on the report until 2 o'clock on Thursday, let us say, it would be impossible to obtain a print of it that day. But the print would be ready the next day.

Mr. REVERCOMB. Mr. President, as I have said, I believe it is highly important that a print of the bill be made available to all Senators because the bill contains many items about which we shall wish to know. Will the bill itself be available in complete print?

Mr. McKELLAR. Oh, of course it will be.

Mr. REVERCOMB. Will it show each item contained in it?

Mr. McKELLAR. I do not wish to make a misstatement in that connection. I shall ask the expert if all the items will be in the bill when it is reported. Of course, I understand they will be, and, of course, we shall have a copy of the bill as reported; but it will not be printed and on the desks of Senators until the next day.

Mr. REVERCOMB. I wish to say to the Senator that this particular deficiency appropriation bill is a very important one because it affects many items of appropriation, particularly those relating to rivers and harbors.

Mr. McKELLAR. Yes; it does.

Mr. REVERCOMB. I, for one, and many other Senators, I believe, wish to know just what is the basis of the appropriations contained in the bill. I have no desire to delay consideration of the bill, but I think we should know very fully its contents.

Mr. McKELLAR. I will say to the Senator that so far as the rivers and harbors items are concerned, the appropriation for them will be in a lump sum, anyway.

Mr. REVERCOMB. Mr. President, if the Senator will further yield to me—

Mr. HICKENLOOPER. I yield.

Mr. REVERCOMB. Let me say that I understand, however, that the report will show the items contained in the rivers and harbors appropriation.

Mr. McKELLAR. Oh, yes.

Mr. REVERCOMB. I say that I think the report should be before us or should be available to us, so that we could know what would be affected in our particular States.

Mr. McKELLAR. If we are permitted to report the bill on Thursday, in any event the Senator would have it on Friday, so he would be that much to the good.

Mr. REVERCOMB. Then may I have an understanding with the able senior Senator from Tennessee that the appropriations on rivers and harbors will not be passed upon until the report is before the Members of the Senate?

Mr. McKELLAR. Of course, it cannot be and will not be.

Mr. REVERCOMB. May I also have an understanding that no vote will be

taken on the appropriation until we have had an opportunity to examine the bill, with the report before us?

Mr. McKELLAR. Not without the Senator's consent.

Mr. HICKENLOOPER. Mr. President, I believe I had the floor.

Mr. McKELLAR. Yes; the Senator had the floor and he yielded to me.

Mr. HICKENLOOPER. I had no objection to yielding, but I wished to have a correct understanding of the parliamentary situation.

Mr. DOWNEY. Mr. President—

Mr. HICKENLOOPER. I yield to the Senator from California.

Mr. DOWNEY. I wish to say to the distinguished senior Senator from Tennessee that I shall not object to anything which he considers imperative, because I know the very heavy responsibilities which he carries. Nevertheless, I wish to say to the distinguished Senator that we have been struggling with the Federal pay bill for many long days, and now the work has gone into weeks, and several times we have laid it aside for the consideration of other matters. I think there is at least a substantial chance that if the Senate will devote Thursday to consideration of the bill without interruption, it may be possible to dispose of the bill at that time. I am wondering whether the Senator can accommodate us at least to the extent of not bringing up the deficiency appropriation bill on the floor of the Senate on Thursday.

Mr. McKELLAR. Mr. President, I have no desire to interfere in any way with consideration of the Federal pay bill which the Senator from California has in charge. As he knows, that is not my purpose in making the request which I have made.

Mr. DOWNEY. I know that.

Mr. McKELLAR. But, as the Senator knows, final action on several appropriation bills has been deferred probably longer than it should have been. Conference reports on two appropriation bills have been adopted in the last few minutes. This deficiency appropriation bill is the last one, and it should be passed before we adjourn. I do not wish to take any chances regarding its passage. I wish to get it before the Senate as soon as possible.

Of course, I have no desire to interfere with consideration of the bill to which the Senator from California has referred. I do not know how long consideration of the deficiency appropriation bill will take. Of course, no one in this body can tell that. But so far as I am concerned, I should think it could easily be disposed of in 1 day.

Mr. DOWNEY. The Senator must realize that if he, with his great prestige and influence, is worried about the passage of the measure to which he has referred, I, who am a comparative neophyte in the Senate, should be much more worried about passage of the Federal pay bill.

Mr. McKELLAR. Oh, Mr. President, I would not say that about the Senator from California.

Mr. DOWNEY. If the Senator from Tennessee will agree to an understanding that we can proceed on Thursday

with further consideration of the Federal pay bill and that if we have not completed its consideration by Friday he can proceed with consideration of the deficiency appropriation bill, that will be most acceptable.

Mr. McKELLAR. I have no objection to having that course followed.

Mr. HILL. Mr. President, I do not wish to state a twice-told tale, but I know of no manner of assuring the Senate at this time, on Tuesday, that no matter what develops, the Senate will proceed with consideration of the Federal pay bill on Thursday. Some other matter which would have to be taken up on Thursday might arise in the meantime.

The PRESIDING OFFICER. Is there objection to the unanimous-consent request of the Senator from Tennessee?

Mr. REVERCOMB. Mr. President, I do not wish to object. I merely wish to have an opportunity to see the items which are contained in the report in reference to the rivers and harbors appropriations.

The PRESIDING OFFICER. Without objection, the unanimous-consent request of the Senator from Tennessee is agreed to.

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES

The Senate resumed the consideration of the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

Mr. HICKENLOOPER. Mr. President, I wish to ask the Senator from California where we are. I think that by now probably the atomic bomb has blown up over in the committee.

Mr. DOWNEY. Mr. President, the Senator compliments me too highly by asking me that question. I have no idea where we are or where I am. [Laughter.]

Mr. HICKENLOOPER. Mr. President, let me ask the Senator from Alabama.

Mr. HILL. Mr. President, we have been over this matter so many times that I think we have an idea where we are. The business pending before the Senate is the Federal pay bill of the Senator from California. That bill will continue to be the pending business in the Senate until it is finally acted on or until the Senate either agrees to lay it aside, or, on a motion, agrees to proceed to the consideration of another bill.

Mr. HICKENLOOPER. Mr. President, I believe I understand that situation. However, as I said a moment ago, I think it is important for those of us who are members of the Atomic Bomb Committee to attend its session this afternoon, and I wonder whether we have reached agreement that this matter may go over until Thursday noon.

Mr. HILL. I understood from the Senator from California that he was not going to insist on having the Senate proceed further with consideration of the Federal pay bill this afternoon. Is that correct?

Mr. DOWNEY. That is correct.

Mr. HICKENLOOPER. Yes.

Mr. DOWNEY. As I have said, that is correct. It seems to me that we can gain in the logic of presentation by waiting until the Senator from Virginia presents his amendment. At least, we shall have a concrete issue before the Senate

when he does present it, and then we can begin to discuss it.

Mr. HICKENLOOPER. Mr. President, is the Senator from Virginia given until tomorrow noon to present his amendment, which is highly technical, or is he given until Thursday noon? That is the only question in my mind.

Mr. DOWNEY. So far as I am concerned, Mr. President, I have agreed to postponement to Thursday noon.

Mr. HICKENLOOPER. And no final action will be taken on the bill or on the amendment until Thursday noon?

Mr. DOWNEY. That is correct.

Mr. HICKENLOOPER. I thank the Senator.

Mr. HILL. But, Mr. President, of course, the Senator must understand that it may be necessary for the Senate to proceed with the consideration of other matters when that time comes.

TEMPORARY HOUSING FOR VETERANS

Mr. JOHNSTON of South Carolina. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Senate Joint Resolution 122, and for that purpose that the unfinished business, the Federal pay bill, be temporarily laid aside until consideration of the joint resolution is concluded.

The joint resolution authorizes the appropriation of \$160,000,000 in order to move Government-owned houses from places where they are presently located to other places where they are more urgently needed.

Therefore, Mr. President, I ask unanimous consent that the unfinished business be temporarily laid aside and that the Senate proceed to the consideration of Senate Joint Resolution 122.

The PRESIDING OFFICER. The resolution will be stated by title.

The LEGISLATIVE CLERK. A resolution (S. J. Res. 122) to amend section 502 of the act entitled "An act to expedite the provision of housing in connection with national defense, and for other purposes," approved October 14, 1940, as amended, to authorize an additional appropriation for the purpose of providing housing for distressed families of servicemen and for veterans and their families.

The PRESIDING OFFICER. Is there objection to the unanimous-consent request of the Senator from South Carolina?

Mr. WHITE. Mr. President, I object.

The PRESIDING OFFICER. Objection is heard.

Mr. MEAD. Mr. President, I trust that I may have the attention of the able minority leader for a moment or two.

Mr. HILL. Mr. President, will the Senator yield to me at this time?

Mr. MEAD. I am glad to yield.

Mr. HILL. As I understand, the Senator from South Carolina [Mr. JOHNSTON] is a member of the subcommittee of the Committee on Education and Labor, which reported the joint resolution. He has asked unanimous consent that the unfinished business be temporarily laid aside—of course, that is the Federal pay bill of the Senator from California—and that the Senate proceed to the consideration of the joint resolution to provide housing for World War veterans. I believe that the matter is now

better understood by the Senate; and if the Senator from South Carolina will again make his request, I think there is a good chance that the request will be agreed to.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. MEAD. I yield.

Mr. WHITE. Since I voiced my objection, I have made some inquiries concerning the measure and I am prepared to withdraw my objection. I do withdraw it.

Mr. LANGER. Mr. President, will the Senator yield?

Mr. MEAD. I am glad to yield.

Mr. LANGER. I wish to know how long consideration of the joint resolution will take.

Mr. MEAD. I think it will consume no more than a few minutes.

Mr. President, I join in the request for immediate consideration of the joint resolution.

The PRESIDING OFFICER. Is there objection to the request for present consideration of the joint resolution?

There being no objection, the Senate proceeded to consider the joint resolution (S. J. Res. 122) to amend section 502 of the act entitled "An act to expedite the provision of housing in connection with national defense, and for other purposes," approved October 14, 1940, as amended, to authorize an additional appropriation for the purpose of providing housing for distressed families of servicemen and for veterans and their families, which had been reported from the Committee on Education and Labor, with an amendment, at the top of page 2 to strike out:

Sec. 502. To carry out the purposes of this title V, and for administrative expenses in connection therewith, any funds made available under title I of this act are hereby made available, and there is authorized to be appropriated the sum of \$160,000,000.

And in lieu thereof to insert:

Sec. 502. (a) To carry out the purposes of this title V, and for administrative expenses in connection therewith, any funds made available under title I of this act are hereby made available, and for such purposes there is also authorized to be appropriated the sum of \$160,000,000: *Provided*, That none of the funds herein authorized to be used for the purposes of this title shall be used to construct any new temporary housing.

(b) Upon request of the National Housing Administrator, any Federal agency having jurisdiction or control of structures or facilities (including lands, improvements, equipment, materials, or furnishings) which are no longer required by such agency and which, in the determination of said Administrator, can be utilized to provide temporary housing for distressed families of servicemen, for veterans and their families, or for single veterans attending educational institutions, in accordance with this title V, may, notwithstanding any other provisions of law, transfer such structures or facilities to said Administrator, without reimbursement, for such use.

(c) Without regard to the provisions of any other law, but subject to the removal provisions of section 313 of said act, said Administrator may transfer, for such consideration and subject to such terms and conditions as he deems feasible under the circumstances, any temporary housing (intact or in panels suitable for reuse) under his jurisdiction to any educational institution, State or political subdivision thereof,

local public agency, or nonprofit organization, for use or reuse in producing temporary housing for families of servicemen, for veterans and their families, or, in the discretion of the Administrator, for single veterans attending educational institutions.

So as to make the joint resolution read:

Resolved, etc., That section 502 of the act entitled "An act to expedite the provision of housing in connection with national defense, and for other purposes," approved October 14, 1940, as amended, is amended to read as follows:

"Sec. 502. (a) To carry out the purposes of this title V, and for administrative expenses in connection therewith, any funds made available under title I of this act are hereby made available, and for such purposes there is also authorized to be appropriated the sum of \$160,000,000: *Provided*, That none of the funds herein authorized to be used for the purposes of this title shall be used to construct any new temporary housing.

"(b) Upon request of the National Housing Administrator, any Federal agency having jurisdiction or control of structures or facilities (including lands, improvements, equipment, materials, or furnishings) which are no longer required by such agency and which, in the determination of said Administrator, can be utilized to provide temporary housing for distressed families of servicemen, for veterans and their families, or for single veterans attending educational institutions, in accordance with this title V, may, notwithstanding any other provisions of law, transfer such structures or facilities to said Administrator, without reimbursement, for such use.

"(c) Without regard to the provisions of any other law, but subject to the removal provisions of section 313 of said act, said Administrator may transfer, for such consideration and subject to such terms and conditions as he deems feasible under the circumstances, any temporary housing (intact or in panels suitable for reuse) under his jurisdiction to any educational institution, State or political subdivision thereof, local public agency, or nonprofit organization, for use or reuse in producing temporary housing for families of servicemen, for veterans and their families, or, in the discretion of the Administrator, for single veterans attending educational institutions."

The amendment was agreed to.

The PRESIDING OFFICER. The joint resolution is before the Senate and open to further amendment. If there be no further amendment to be offered, the question is on the engrossment and third reading of the joint resolution.

Mr. TAFT. Mr. President, I think that an explanation should be made of the joint resolution authorizing the appropriation of \$160,000,000.

Mr. JOHNSTON of South Carolina. Mr. President, I shall be glad to make a very brief explanation.

The senior Senator from Ohio [Mr. TAFT], the Senator from Louisiana [Mr. ELLENDER], and myself were members of a subcommittee which drew amendments to the joint resolution. I believe that any person who will study the facts and conditions which exist in the United States at the present time in regard to housing, and will examine closely into the problem of providing housing for ex-servicemen, they will find a necessity for the authorization contained in the measure.

By December 31, 1946, it is hoped that there will have been discharged 10,000,000 more of the men and women who are now in the armed services of the United

DIGEST OF PROCEEDINGS OF CONGRESS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE
(Issued December 14, 1945, for actions of Thursday, December 13, 1945)

(For staff of the Department only)

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HIGHLIGHTS: Both Houses agreed to reorganization-bill conference report; ready for President. House debated full-employment bill; Rep. Manasco discussed status of seasonal agriculture and canning employment; Rep. Lanham urged reduction of Federal personnel; Rep. Murray urged inclusion of agricultural employees and criticized CCC administration. Senate committee reported UNRRA-authorization bill; Senate debated Federal pay bill.

SENATE

1. REORGANIZATION BILL. Both Houses agreed to the conference report on this bill, H.R. 4129 (pp. 12117-25, 12144-6). (For provisions see Digest 220.) The Senate had received the report earlier in the day. This bill will now be sent to the President.
2. FEDERAL-PAY BILL. Continued debate on this bill, S. 1415 (pp. 12125-40). Sen. Downey, Calif., submitted, but later withdrew, an amendment which would repeal the pay raises provided in the Federal Pay Act of 1944 and provide for a 40% increase in the June 30, 1945, scale for that part not exceeding \$1200 and for a 30% increase for that part over \$1200 (pp. 12127-36). Sen. Byrd, Va., submitted amendments (for himself and Sens. Hickenlooper, Iowa, and Hart, Conn.) which provide for an increase in the June 30, 1945, scale as follows: 36% for that part not exceeding \$1200; plus 18% for that part between \$1200 and \$4600; plus 9% for that part exceeding \$4600 per annum (pp. 12137-40).
3. UNRRA AUTHORIZATION. The Foreign Relations Committee reported without amendment H.R. 4649, the UNRRA-authorization bill (S.Rept. 850)(p. 12115). (For provisions see Digest 216.)
4. PUBLIC LANDS. Passed without amendment S. 1471, to provide for the transfer to the Tex. Rural Communities the property comprising the FSA Mexia Colony project in Limestone County, Tex. (p. 12140).
5. NOMINATION. The Banking and Currency Committee reported favorably the nomination of Lynn U. Stambaugh to be a member of the Export-Import Bank Board of Directors (p. 12141).

6. FULL-EMPLOYMENT BILL. Began debate on this bill, S. 380 (p. 12146-208). Rep. Monasco, Ala., discussed the seasonal employment in agriculture and in the canning industry (p. 12153). Rep. Lanham, Tex., urged reduction of Federal employment (pp. 12188-9). Rep. Murray, Wis., urged inclusion in this bill of rural, FSA, AAA, and PCA employees and criticized CCC administration (p. 12192).
7. FEDERAL SEED ACT. Received this Department's proposed legislation to amend the Federal Seed Act so as to include sugar beets under the Act, to require record of vegetable seeds transported in interstate commerce, to require marking content of imported seed and provide penalties for violations, and to provide for expansion of the seed-testing programs. To Agriculture Committee. (p. 12209.)
8. RECLAMATION. The Irrigation and Reclamation Committee reported without amendment H.R. 4932, to amend the Boulder Canyon Project Act so as to provide for settlement of veterans on reclamation lands (H.Rept. 1437) (p. 12209).
9. VETERANS; UNEMPLOYMENT COMPENSATION. Received a United Automobile, Aircraft, and Agricultural Implement Workers Union (N.Y.) petition opposing the effect of veterans of the prohibition against payment of unemployment compensation to persons involved in industrial disputes (p. 12210).

BILLS INTRODUCED

10. LUMBER EXPORTS; HOUSING. S. 1682, by Sen. Bushfield (S. Dak.), H.R. 4986, by Rep. Beall (Md.), H.R. 4987, by Rep. Bender (Ohio), H.R. 4988, by Rep. Cunningham (Iowa), H.R. 4989, by Rep. Gross (Pa.), H.R. 4990, by Rep. Henry (Wis.), H.R. 4991, by Rep. Jensen (Iowa), H.R. 4992, by Rep. Short (Mo.), and H.R. 4993, by Rep. Talle (Iowa), to prohibit the exportation of logs, lumber, and certain lumber products until the housing and other construction requirements for lumber are being currently met. To Senate Commerce and House Ways and Means Committees. (pp. 12116, 12210)
11. SURPLUS LUMBER. H. Res. 456, by Rep. Landis, Ind., providing for an investigation with respect to the handling and disposition of surplus lumber. To Rules Committee. (p. 12210.)

ITEMS IN APPENDIX

12. MARKETING; WAGES. Sen. Tunnell, Del., inserted Sen. Guffey's (Pa.) recent address before a farmers' conference at Altoona, Pa., advocating increased wages for low-income industrial groups as a means of expanding farm markets (p. A5893)
13. LABOR. Speech in the House by Rep. Robsion, Ky., supporting H.R. 32, the anti-racketeering bill, which he states will outlaw stopping of farm trucks enroute to market, destruction of farm products, and other unfair practices in labor disputes (p. A5896).
14. MINERALS. Rep. Morrison, La., inserted a recent American Magazine article by Eugene Holman (pres., Standard Oil Co., N.J.) "We Will Have Plenty of Oil," pointing out potential supplies of oil, coal, and natural gas (pp. A5903-4).
15. SURPLUS PROPERTY. Rep. Slaughter, Mo., inserted Mayor Gage's (Kansas City, Mo.) letter claiming that there is discrimination against local government agencies in the administration of the Surplus Property Act (p. A5905).
16. FOREIGN RELIEF. Rep. McCormack, Mass., inserted Archbishop Cushing's (Boston)

that which shall prevent the act from going into effect. My point is that the plan which shall be presented by the President should not go into effect unless it first receives the approval of both Houses of Congress by joint resolution of the two Houses.

Mr. REVERCOMB. I think I understand the position of the Senator from Missouri quite well.

If we go back to conference and obtain one change, or obtain two changes, there will still exist opposition to the bill. In my opinion, therefore, Mr. President, it comes down to this: The Senate conferees have done the best they could to bring forth a bill for reorganization which would be passed by the House of Representatives, and we hope would be passed by the Senate. We have met time after time in the conference. I myself had to give up something in the bill which I urged very strongly and thought was necessary, and which I know would be an improvement to the bill. That was the feature that a proposed reorganization plan could not stay in committee longer than 10 days, and would then automatically come to the floor of the Senate. I could not get an agreement on that proposal. But I signed the report—why? Because I believe the bill is of sufficient scope to permit reorganization and to permit the Congress to protect the people and to protect its own position when the plan of reorganization comes back to Congress for us to pass upon.

In summary let me say that I do not think recommitting the bill to conference will help. I further say that if the report is rejected by the Senate, the House having accepted it with provisions in it which the House did not want to accept, but which the Senate had placed in the bill—I say that if it is rejected we shall have taken a step which I believe will mean an end to the reorganization of the Federal agencies.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

Mr. VANDENBERG. Mr. President, on that question, I ask for the yeas and nays.

The yeas and nays were ordered.

Mr. VANDENBERG. I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Austin	Hart	Murray
Ball	Hawkes	Myers
Bankhead	Hayden	O'Daniel
Barkley	Hickenlooper	O'Mahoney
Bilbo	Hill	Radcliffe
Bridges	Hoey	Reed
Brooks	Johnson, Colo.	Revercomb
Buck	Johnston, S. C.	Robertson
Byrd	Kilgore	Russell
Capper	Knowland	Shipstead
Carville	La Follette	Smith
Chavez	Langer	Taft
Connally	Lucas	Thomas, Utah
Donnell	McClellan	Tobey
Downey	McKellar	Tunnell
Eastland	McMahon	Vandenberg
Ellender	Magnuson	Wagner
Ferguson	Maybank	Walsh
Fulbright	Mead	Wheeler
George	Millikin	White
Gerry	Mitchell	Wiley
Gossett	Moore	Willis
Green	Morse	Young
Guffey	Murdock	

The PRESIDING OFFICER. Seventy-one Senators having answered to their names, a quorum is present.

The question is on agreeing to the conference report on House bill 4129. On this question the yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. BANKHEAD. I have a general pair with the senior Senator from Nebraska [Mr. BUTLER]. I transfer that pair to the senior Senator from Louisiana [Mr. OVERTON] and will vote. I vote "yea."

Mr. HILL. I announce that the Senator from Virginia [Mr. GLASS] is absent because of illness.

The Senator from Arizona [Mr. McFARLAND] is absent because of a death in his family.

The Senator from Florida [Mr. ANDREWS], the Senator from North Carolina [Mr. BAILEY], the Senator from Louisiana [Mr. OVERTON], and the Senator from Tennessee [Mr. STEWART] are necessarily absent.

The Senator from Missouri [Mr. BRIGGS], the Senator from New Mexico [Mr. HATCH], the Senator from Ohio [Mr. HUFFMAN], the Senator from Nevada [Mr. McCARRAN], and the Senator from Maryland [Mr. TYDINGS] are detained on public business.

The Senator from Florida [Mr. PEPPER] and the Senator from Oklahoma [Mr. THOMAS] are absent on official business.

The Senator from Idaho [Mr. TAYLOR] is detained at an important committee meeting.

I wish to announce further that if present and voting, the Senator from Florida [Mr. ANDREWS], the Senator from North Carolina [Mr. BAILEY], the Senator from Missouri [Mr. BRIGGS], the Senator from New Mexico [Mr. HATCH], the Senator from Ohio [Mr. HUFFMAN], the Senator from Nevada [Mr. McCARRAN], the Senator from Arizona [Mr. McFARLAND], the Senator from Louisiana [Mr. OVERTON], the Senator from Florida [Mr. PEPPER], the Senator from Tennessee [Mr. STEWART], the Senator from Idaho [Mr. TAYLOR], the Senator from Maryland [Mr. TYDINGS], and the Senator from Oklahoma [Mr. THOMAS] would vote "yea."

Mr. WHITE. The Senator from Vermont [Mr. AIKEN] has been excused. He is necessarily absent.

The Senator from Nebraska [Mr. BUTLER] is absent on official business.

The Senator from Indiana [Mr. CAPEHART] is absent due to the necessity for special treatment for his recent injury.

The Senator from Oregon [Mr. CORDON] is absent on official business as heretofore stated.

The Senator from Maine [Mr. BREWSTER] is absent because of a death in his family.

The Senator from Massachusetts [Mr. SALTONSTALL] is necessarily absent.

The Senator from Nebraska [Mr. WHERRY] is absent on official business.

The result was announced—yeas 49, nays 23, as follows:

YEAS—49

Bankhead	Carville	Ellender
Barkley	Chavez	Fulbright
Bilbo	Connally	George
Buck	Downey	Gerry
Byrd	Eastland	Gossett

Green	McMahon	Robertson
Guffey	Magnuson	Russell
Hart	Maybank	Smith
Hayden	Mead	Thomas, Utah
Hill	Mitchell	Tunnell
Hoey	Murdock	Wagner
Johnson, Colo.	Murray	Walsh
Johnston, S. C.	Myers	Wheeler
Kilgore	O'Mahoney	Wiley
Lucas	Radcliffe	Willis
McClellan	Reed	
McKellar	Revercomb	

NAYS—23

Austin	Hawkes	O'Daniel
Ball	Hickenlooper	Shipstead
Bridges	Knowland	Taft
Brooks	La Follette	Tobey
Capper	Langer	Vandenberg
Donnell	Millikin	White
Ferguson	Moore	Young
Gurney	Morse	

NOT VOTING—24

Alken	Cordon	Saltonstall
Andrews	Glass	Stanfill
Bailey	Hatch	Stewart
Brewster	Huffman	Taylor
Briggs	McCarran	Thomas, Okla.
Bushfield	McFarland	Tydings
Butler	Overtton	Wherry
Capehart	Pepper	Wilson

So the conference report was agreed to.

LEGISLATIVE PROGRAM

Mr. DOWNEY. Mr. President, I desire to call for the regular order.

Mr. HILL. Mr. President, will the Senator withhold his request for a moment?

Mr. DOWNEY. Yes; I withhold it for a moment.

Mr. HILL. The Senator knows, of course, what would be the effect of his request for the regular order, namely, that the ship sales bill, which has been under consideration now for several days, would be sent back to the calendar. I hope the Senator from California will not request the regular order, but will give us an opportunity to conclude consideration of the ship sales bill. I understand that the distinguished junior Senator from Maryland [Mr. RADCLIFFE], the distinguished junior Senator from Wyoming [Mr. ROBERTSON], and the distinguished junior Senator from California [Mr. KNOWLAND] have been in conference with respect to the bill, and that neither one of the three will desire to speak for more than 5 minutes, if the Senate is given an opportunity to proceed with the consideration of that bill.

Mr. DOWNEY. Mr. President, reluctantly I must decline to accede to the suggestion of the Senator from Alabama.

Mr. HILL. I wish to say to the distinguished Senator from California, in justice to myself, that yesterday afternoon, when I talked to the Senator along about 3 o'clock, I thought he agreed that we would have an opportunity to finish action on the ship sales bill early in the session today.

Mr. DOWNEY. Mr. President, I did not so understand any statement I made. I regret it if I was ambiguous or if the Senator misunderstood me. I will say to the Senator that I understood from the distinguished acting chairman of the Appropriations Committee, the senior Senator from Tennessee [Mr. McKELLAR], that there is considerable doubt whether the deficiency appropriations bill will be before the Senate before Monday. I think that will give us ample time in which to dispose of the Federal pay bill and also the ship sales bill.

I may say that I think the program is understood, namely, that the Senator from Virginia is to present to the Federal pay bill an amendment which will embody his ideas, and after he has explained his amendment it is my intention to offer an amendment in the nature of a substitute. I do not believe I shall occupy the floor of the Senate in discussion of the amendment which will be offered by the Senator from Virginia or in discussion of my own amendment more than 1 hour, and I think the question can easily be settled upon a vote either on the amendment of the Senator from Virginia or on the amendment in the nature of a substitute which I shall offer. Of course, I have no way of knowing how long the Senator from Virginia will address the Senate in the presentation of his thoughts or how long any of our other colleagues will address the Senate in presenting their views on these matters. But if we begin now to work on the Federal pay bill, I think there is no reason why we cannot conclude action on it this afternoon.

Mr. McKELLAR. Mr. President, will the Senator yield to me?

Mr. DOWNEY. I yield.

Mr. McKELLAR. I am not sure the Senator from California has accurately stated what I told him. I wish to make a statement at this time about the deficiency appropriations bill. I have no desire to interfere in any way with action on the Federal pay bill; but the Senator from California will recall that I received permission to report the deficiency appropriations bill if we were able to report it today. We received permission to leave it with the clerk. If it is reported today, it will be in order for the Senate to consider it tomorrow. We have been working on the bill for several weeks. It contains a great many items—in fact, more than I have ever before known to be in a deficiency bill since I have been in the Senate. I do not think the bill involves any controversy; and if we are able to have it reported this afternoon, I should like to have time tomorrow to have the Senate consider it. I hope its consideration will not take over an hour, because there is not much controversy about it, in my judgment.

Mr. DOWNEY. Mr. President, let me say that I have already agreed with the distinguished senior Senator from Tennessee that, so far as I am concerned, I shall make no objection to having his bill heard immediately, whenever he desires to present it on the floor of the Senate.

Mr. WHITE. Mr. President—

Mr. DOWNEY. I yield to the Senator from Maine.

Mr. WHITE. I join in the hope expressed by the Senator from Alabama that the Senator from California will not insist at this time upon the regular order, which will mean the consideration at this time of the pay bill. We have shifted these bills back and forth during the last 10 days, from unfinished business to a place somewhere in the rear of unfinished business. I think it has not been a creditable performance, so far as the Senate is concerned. I do not think it has reflected credit upon the legislative processes of the Senate. I do not suppose anyone is more definitely hostile

to the ship-sales bill than I am; but here we are with that bill well toward the end of its consideration before this body. From all that I can learn about the situation, I feel quite assured that it will ultimately be disposed of one way or the other within a reasonable time this afternoon. It seems to me—and I say this with great respect to the Senator from California who proposes that the Senate proceed otherwise—that it is in the interest of the orderly conduct of our business that we hold our hands to the plow and go to the end of the furrow with the particular bill which has been before the Senate for so long. When we have concluded action on it, I assume we then shall be in a position to take up the Federal pay bill, and I hope for a speedy determination of it.

But if at this time we suspend consideration of the ship-sales bill and turn our attention to another bill, I think we shall add confusion and legislative delay, and I think we shall create some doubt in the public mind regarding whether we know what we are doing.

Mr. DOWNEY. Mr. President, I agree with what the distinguished Senator has said, namely, that once we have put our hand to the plow, we should go to the end of the furrow before we leave it. We started on the Federal pay bill long before we started to consider the ship-sales bill. I tried to be courteous and I yielded to Senators two or three times upon representations—which I know were made in good faith, but which were not carried out—that action on the bill would be finished within a certain period of time.

Mr. President, I shall be frank with the Senate and with the acting majority leader. I have received very good information that when the deficiency appropriations bill and the ship-sales bill are out of the way, it will no longer be possible to obtain the attendance of a quorum in the Senate. I have no doubt that there are Senators who would be very glad to avoid having to pass upon this wage question by not having a quorum present. But I desire to say it will be against all my resistance if that happens. If my bill goes down, I shall attempt to see that the ship-sales bill, at least, is not considered in front of it. I may not be able to accomplish that.

Let me say that we waited 4 or 5 years before we raised the basic pay of the Federal workers. For 4 or 5 long years we, the Congress of the United States, helped to work out plans by which the greatest corporate profits which ever have been made were accumulated, plans by which the farmers were protected, plans by which industrial workers were protected. But it was not until the spring of 1945, 4 years after the cost of living had begun to mount, that we got around to attending to an increase of the basic salaries of Government workers.

I wish to say that what I am requesting for the Government workers is nothing more than what has already been granted by 25 or 50 great industries; it is nothing more than General Motors has already offered.

In other words, in the substitute which I am about to offer for the amendment of the Senator from Virginia [Mr. BYRD] I

am doing nothing more than attempting to bring the wages of Federal workers up to the present standard of living. So far as I know, no one in industry objects to that plan. Justice delayed is justice denied. There are hundreds of thousands of Federal workers who will face bleak and insolvent conditions at Christmas. So far as I am concerned, I shall do everything I can do in order to drive this bill through before we leave for the holiday adjournment, and I shall not yield for anything. If Senators wish to displace my bill, I shall go home and rest easily.

Mr. RADCLIFFE. Mr. President, the Senator from California has been so patient and generous that I hesitate to say anything at this time. What has been said by the Senator from Maine and by the Senator from Alabama with regard to disposing of the proposed ship-sales legislation is obviously correct and I shall not dwell upon it. However, I have talked with several Senators and I know of only two or three Members of the Senate who will discuss the bill, and not one of them has told me that he will talk longer than 5 minutes. I cannot guarantee what may develop; but I assert to the Senator from California that, so far as I can now judge from the appearance of things, we can vote quickly on these matters.

Mr. DOWNEY. Mr. President, though not so wise as Ulysses was, I am like Ulysses in that my ears are stuffed with cotton and I shall no longer listen to the song of the siren. I shall not yield any further. There is cotton in my ears.

Mr. HILL. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield. [Laughter.]

Mr. HILL. I understand that the Senator will insist on the regular order.

Mr. DOWNEY. Yes.

Mr. HILL. I hope the Senator will be so much like St. Paul that he will yield to no one, and will drive his bill just as hard as he possibly can do so. I may say further that I shall be here to help the Senator dispose of the bill.

Mr. DOWNEY. I may say to my distinguished friend from Alabama that I shall take his advice.

Mr. LANGER. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. LANGER. Mr. President, as a ranking member of the minority on the Civil Service Committee, I wish to say that I believe the distinguished Senator from California is absolutely correct in his position. The Federal pay bill has been delayed time and again. Any member of the committee who attended the hearings and listened to the testimony offered by poor Federal employees, knows that this legislation has long been needed. I am here to help the Senator in every way I possibly can.

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES

The Senate resumed the consideration of the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from California.

Mr. DOWNEY. Mr. President, I desire to withdraw the amendment.

The PRESIDING OFFICER. The Senator from California withdraws his amendment.

Mr. DOWNEY. I do not desire to have any other of my amendments presented. I understand that it is now the desire of the Senator from Virginia [Mr. BYRD] to offer an amendment.

Mr. BYRD. I did not understand that the Senator from California was offering a substitute for my amendment. I suggest that he offer an amendment to his own bill, and then I may offer a substitute for his amendment. After he offers his amendment I can then determine whether I wish to offer mine.

Mr. DOWNEY. The distinguished Senator from Virginia asked me to allow this matter to go over until noon today so that he would have time in which to prepare and present his amendment. I think that the logical and orderly procedure is for the Senator to carry out his program.

Mr. BYRD. I did not make any agreement to that effect. I understood the Senator from California would stand on his bill. He proposes to offer another bill. I think that when he offers his substitute for the pending bill I will then be in a position to determine whether I wish to offer my amendment. The Senator has not taken me into his confidence and I do not know what kind of a substitute he proposes to offer.

Mr. DOWNEY. Mr. President, if the Senator from Virginia prefers the procedure which he has suggested, I have no objection to it. I therefore send forward the amendment which I ask to have read.

The PRESIDING OFFICER. The amendment will be stated.

The CHIEF CLERK. Beginning on page 1, it is proposed to strike out all after the enacting clause down to and including line 16 on page 3, and insert in lieu thereof of the following:

That (a) the first sentence of section 405 (a) of the Federal Employees Pay Act of 1945 is amended to read as follows: "Each of the existing rates of basic compensation set forth in section 13 of the Classification Act of 1923, as amended, except those affected by subsection (b) of this section, is hereby increased by 40 percent of that part thereof which is not in excess of \$1,200 per annum, plus 30 percent of that part thereof which is in excess of \$1,200 per annum."

(b) (1) The proviso to the fifth paragraph under the heading "Crafts, protective, and custodial service" in section 13 of the Classification Act of 1923, as amended, is hereby amended to read as follows: "Provided, That charwomen working part time be paid at the rate of 90 cents an hour, and head charwomen at the rate of 97 cents an hour."

(2) Such section is amended so as to provide the following rates of compensation for positions in the clerical-mechanical service:

Grade 1, 92 to 99 cents an hour.

Grade 2, \$1.07 to \$1.15 an hour.

Grade 3, \$1.23 to \$1.31 an hour.

Grade 4, \$1.38 to \$1.54 an hour.

(c) The Increase in existing rates of basic compensation provided by this section shall not be construed to be an "equivalent increase" in compensation within the meaning of section 7 (b) (1) of the Classification Act of 1923, as amended.

Sec. 2. Section 602 of the Federal Employees Pay Act of 1945 is amended by inserting after the words "section 405 of this act",

wherever they occur in such section, a comma and the words "as amended."

Sec. 3. (a) The first sentence of section 501 of the Federal Employees Pay Act of 1945 is amended to read as follows: "Except as provided in section 503, each officer and employee in or under the legislative branch to whom this title applies shall be paid additional compensation computed as follows: 40 percent of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 30 percent of that part of such rate which is in excess of \$1,200 per annum."

(b) The first sentence of section 521 of such act is amended to read as follows: "Each officer and employee in or under the judicial branch to whom this title applies shall be paid additional basic compensation computed as follows: 40 percent of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 30 percent of that part of such rate which is in excess of \$1,200 per annum."

(c) Sections 502 and 522 of such act are hereby repealed.

Sec. 4. Section 603 (b) of the Federal Employees Pay Act of 1945 is amended by inserting after the words "by reason of the enactment of this act" the words "or any amendment thereto."

Mr. BYRD. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. BYRD. Is the Senator from California offering the amendment as a substitute for the bill, or as an amendment to the bill?

Mr. DOWNEY. I am offering it as an amendment in the nature of a substitute.

The PRESIDING OFFICER. The amendment is a substitute for everything except section 5, which is the last section of the bill.

Mr. BYRD. The Senator offers it on his own responsibility, and not in behalf of the Civil Service Committee. Am I correct?

Mr. DOWNEY. Yes; that is correct.

Mr. President, I think the Senator from Virginia has performed a valuable service in suggesting the kind of amendment he has suggested. I think it shapes up very well, indeed, the issues, and the controversy which exist between me and some other Senators who are opposing the bill.

The Senator from Virginia suggested that he was going to present an amendment which would abrogate the basic raise of 16 percent which was given the employees last spring, go back to the basic rates which existed prior to the new law going into effect July 1, and then give certain increases. I think that is a very excellent form for the bill to take, because I think it makes the issue very clear to Senators.

In the amendment which I am offering to the Senate I am following the same form followed by the Senator from Virginia, so that we can all clearly understand the difference in our two proposals. I might say that, speaking first in a general way, and later with more detailed qualifications, the proposal I am making in the amendment would tend only to bring the Federal workers up to the present higher cost of living standard as compared with that of 1941. In reality the increases which are provided for in my amendment will do nothing except assure to the Federal workers the same

real purchasing power they had in 1941.

On the other hand, the Senator from Virginia by his amendment would accomplish the same result for the workers in the lowest groups, but in the upper groups—

Mr. BYRD. Will the Senator yield?

Mr. DOWNEY. I yield.

Mr. BYRD. The Senator from Virginia has not presented any amendment, nor has he made any announcement as to what he intended to offer in conjunction with his colleagues, except to say that he opposed the 20-percent flat increase. I hope the Senator from California will wait until the Senator from Virginia offers an amendment before he attempts to discuss it.

Mr. DOWNEY. I may be in error, I may be confusing newspaper reports and other statements—

Mr. BYRD. No statement has been made, I assure the Senator.

Mr. DOWNEY. I may be confusing newspaper reports and other statements with the statement the Senator made on the Senate floor, but I thought he did indicate the general nature of his proposal.

Mr. BYRD. The Senator is mistaken. I said I favored a graduated increase. I did not say what kind of a graduated increase.

Mr. DOWNEY. Then, Mr. President, to make the controversy clear, assuming the newspaper reports of usually credible columnists are correct as to the nature of the amendment to be offered by the Senator from Virginia—

Mr. BYRD. I do not like to interrupt the Senator again, but no newspaper correspondent or newspaper reporter has been authorized by me to say that the Senator from Virginia is in favor of any specific ratio of increase. I assure the Senator that is correct.

Mr. DOWNEY. Mr. President, that may be correct, and it may be that I am misinformed as to the ideas presently existing in the mind of the Senator from Virginia, but if I am in any respect in error, of course the Senator from Virginia will correct me.

Mr. BYRD. Would it not be better to let the Senator from Virginia say what is in his own mind, instead of the Senator from California trying to say it, or repeat something from the newspapers which was not authorized?

Mr. DOWNEY. It undoubtedly would have been better, I think, under all the arrangements that were made on the Senate floor, for the Senator from Virginia to have carried out the agreement we made, and for him to have presented—

Mr. BYRD. May I say—

Mr. DOWNEY. Let me finish, please; it would have been better for him to have presented his amendment which he had taken time to prepare.

Mr. BYRD. I was entirely willing to present the amendment on the assumption that the Senator from California would stand by his own bill, on which he held hearings, and which was reported by him in the name of the Civil Service Committee. Now that the Senator from California has changed his bill, I think I am entitled to know what changes he proposes; otherwise I have

no way of knowing whether I desire to offer a substitute or an amendment. I think the proper procedure is clearly indicated in this matter.

Mr. DOWNEY. Mr. President, as I have already said, the proposal contained in the amendment I present does nothing more, in the main, than assure to every Federal worker an increase which will restore to his wages the real buying power they had in 1941.

I have been furnished with a list of perhaps 25 or 30 wage increases which have been given in the United States since the Japanese war, and if my information concerning them is correct—and I feel reasonably confident it is correct—every wage increase so far has at least given the workers a sufficient increase to meet the increased cost of living.

Many of the wage increases which have been given have run 5, 10, 15, and I think even 20 points in percentage above the amount necessary to bring the workers back to the level of the increased cost of living. There have been wage increases in the oil industry, in the textile industry, in printing, in the lumber industry, and in numerous other industries, and, as I have already said, every one of those adjustments, according to my information and my interpretation, provides a much better standard for the worker than was proposed in my original bill providing for a 20-percent raise and than is proposed in the amendment.

I am informed, I think credibly, that the offer made by the General Motors Corporation to its electrical workers and to its other workers is designed to bring their wages up to that standard of the cost of living. In other words, Mr. President, I am only submitting to the Senate a formula which has been almost exactly duplicated by the General Motors Corporation in its offer to its employees. The employees have not yet accepted the offer, and if and to what extent it will be raised by the General Motors Corporation, of course I have no idea, but as it stands, the offer of General Motors is almost exactly the same as the formula proposed in the amendment.

Mr. President, the effect of the pending amendment is to eliminate the basic raise which was made last spring, and to substitute upon the then existing wages the percentages of increase set forth in the bill.

Mr. LANGER. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Austin	Eastland	Johnson, Colo.
Ball	Ellender	Johnston, S. C.
Bankhead	Ferguson	Kilgore
Barkley	Fulbright	Knowland
Bilbo	George	La Follette
Bridges	Gerry	Langer
Brooks	Gossett	Lucas
Buck	Green	McClellan
Bushfield	Guffey	McKellar
Byrd	Gurney	McMahon
Capper	Hart	Magnuson
Carville	Hawkes	Maybank
Chavez	Hayden	Mead
Connally	Hickenlooper	Millikin
Donnell	Hill	Mitchell
Downey	Hoey	Moore

Morse	Robertson	Vandenberg
Murdoch	Russell	Wagner
Murray	Shipstead	Walsh
Myers	Smith	Wheeler
O'Daniel	Stanfill	White
O'Mahoney	Taft	Wiley
Radcliffe	Thomas, Utah	Willis
Reed	Tobey	Young
Revercomb	Tunnell	

The PRESIDING OFFICER (Mr. YOUNG in the chair). Seventy-four Senators having answered to their names, a quorum is present.

The question is on agreeing to the amendment offered by the Senator from California [Mr. DOWNEY].

Mr. TAFT. Mr. President, in the past few moments I have been trying to figure out the exact effect of the amendment offered by the Senator from California, but I am afraid that my efforts have been a complete failure. I certainly would be very loath to vote on this particular amendment or on the amendment of the Senator from Virginia [Mr. BYRD] until I had seen it.

I should like to say a few words regarding the general situation. I have not been on the committee, and I have not been deeply involved in the debate or in the problem which is before us, but I have been interested in the general question of wages and salaries. With the confusion which exists with respect to this amendment, it seems to me that the bill should be recommitted to the committee for further consideration.

One further consideration impresses me. The other day the Senator from California made out a very persuasive case for the increase of certain Federal salaries. On the other hand, I know many Federal employees who are well off at their present salaries. It seems to me that there ought to be a selective consideration of the question of raising Federal salaries if we are to do anything as substantial as is now proposed, which would cost the Government between \$500,000,000 and \$1,000,000,000, according to various estimates which have been presented.

Only yesterday I received complaints from Ohio to the effect that some Federal employees are now receiving salaries which completely upset the State scale and make it more or less impossible to hire employees for the State and local governments. The appeal made here is largely in behalf of Federal employees in Washington. Of course the Washington situation is a peculiar one. Hundreds of thousands of people have rushed to Washington to get jobs, creating a shortage in housing facilities available in Washington. They have had much higher living expenses than they would have had if they had stayed at home. Washington is probably the worst place there is in that respect, and undoubtedly there are many hardship cases here.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. TAFT. I yield.

Mr. BYRD. I make the point of no quorum.

The PRESIDING OFFICER (Mr. TUNNELL in the chair). Does the Senator from Ohio yield for that purpose?

Mr. TAFT. Yes; I yield for that purpose.

The PRESIDING OFFICER. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Austin	Johnston, S. C.	Reed
Byrd	Knowland	Revercomb
Carville	Langer	Robertson
Donnell	Lucas	Russell
Downey	McClellan	Smith
Gerry	Mitchell	Taft
Gossett	Morse	Thomas, Utah
Hart	Murdock	Tunnell
Hawkes	Murray	Vandenberg
Hayden	O'Daniel	Wheeler
Hickenlooper	O'Mahoney	Young
Hill	Radcliffe	

The PRESIDING OFFICER. Thirty-five Senators have answered to their names. There is not a quorum present. The clerk will call the names of the absent Senators.

The Chief Clerk called the names of the absent Senators, and Mr. BANKHEAD, Mr. BILBO, Mr. BRIDGES, Mr. CONNALLY, Mr. ELLENDER, Mr. FERGUSON, Mr. GREEN, Mr. GUFFEY, Mr. JOHNSON of Colorado, Mr. MAYBANK, Mr. MEAD, and Mr. STANFILL answered to their names when called.

The PRESIDING OFFICER (Mr. TUNNELL in the chair). Forty-seven Senators have answered to their names. There is not a quorum present.

Mr. HILL. Mr. President, I move that the Sergeant at Arms be directed to request the attendance of absent Senators.

The motion was agreed to.

The PRESIDING OFFICER. The Sergeant at Arms will execute the order of the Senate.

After a little delay, Mr. BALL, Mr. FULBRIGHT, Mr. GURNEY, Mr. LA FOLLETTE, Mr. MCKELLAR, and Mr. SHIPSTEAD entered the Chamber and answered to their names.

The PRESIDING OFFICER. Fifty-three Senators have answered to their names. A quorum is present.

Mr. MCKELLAR. Mr. President, I merely wish to explain that several members of the Appropriations Committee have been in attendance at the committee in trying to complete consideration of the deficiency bill. It was because of their presence at the committee that they were delayed in arriving in the Chamber.

PERSONAL STATEMENT CONCERNING SHIP SALES BILL

Mr. BYRD. Mr. President, will the Senator from Ohio yield for a statement relating to yesterday's proceedings?

Mr. TAFT. I would prefer not to yield.

Mr. BYRD. What I have to say will take only 2 or 3 minutes. I wish to make a statement.

Mr. TAFT. Does the Senator merely desire to correct the RECORD, or to make a statement?

Mr. BYRD. I wish to make a statement, Mr. President.

Mr. TAFT. Very well; I yield.

Mr. BYRD. Mr. President, yesterday a colloquy took place between myself and the Senator from Maryland. From a reading of the RECORD it might appear that the Senator from Virginia was impliedly criticizing the efficiency with which the Senator from Maryland was handling the bill then pending, the so-called ship sales bill. I may say, Mr. President, that that was not the inten-

tion of the Senator from Virginia. I have great affection and regard, as well as a very high admiration, for the distinguished Senator from Maryland. I do not know of any more diligent, industrious, or able Member of the Senate than is the Senator from Maryland. What the Senator from Virginia was complaining about was the manner in which the ship bill, and the amendment to it which was then pending, had been drafted. I wish merely to read one paragraph of the amendment in illustration of the reason for the objection which was made by me. What I am about to read is a portion of the amendment which had been offered by the Senator from Maryland on behalf of the committee, and which was later rejected. On page 2, beginning in line 4 of the amendment, the following language was set forth:

The dead-weight tonnage of vessels chartered under this subsection to any chartering nation (and its nationals) at any time shall not exceed such percentage of the tonnage under charter or defense aid transfer on September 1, 1945, to the member nation which has suffered the largest merchant ship war losses, as the tonnage of war losses of such chartering nation is to the said war losses of such member nation, except that the amount chartered hereunder to the chartering nation may in any event be equivalent to the tonnage of vessels under charter or defense aid transfer to such nation on September 1, 1945.

What I have read constitutes one single sentence, beginning in line 4 and ending in line 14 on page 2 of the amendment. In reading the language, one may think he knows what it means until he reaches approximately the middle of the sentence, when he finds that he does not understand it at all. I believe, Mr. President, it would require a half dozen Philadelphia lawyers in order to determine, if they could do so, what the language which I have read means, and each one of them would reach a different version.

Mr. President, I believe that bills to be introduced in Congress should be written in plainer language than the ship sales bill has been written. There is no reason in the world why such a clause as the one which I have read should be prepared. I exonerate completely the Senator from Maryland. I know that ordinarily Members of the Senate do not actually write bills. I make the observation that bills should be written on Capitol Hill by our legislative drafting employees. They are able, conscientious, and absolutely trustworthy. But during the past few years we have fallen into the custom of accepting for introduction bills which have been prepared by employees of various governmental departments having a particular interest in the enactment of the legislation. I believe that was one of the difficulties experienced in connection with the ship bill which, in itself, is one of the most difficult, confusing, and vexing pieces of legislation that has ever been presented to the Senate.

Instead of criticizing the Senator from Maryland, I wish to commend him for the explanations which he gave of the bill.

Mr. President, if necessary, the Congress should require that bills to be introduced in either the Senate or the

House of Representatives shall be prepared either by Members of the Congress or by the employees of the legislative drafting bureaus of the Senate and of the House. I think it is a bad practice to permit the various agencies of the Government to write their own version of legislation and send it to various Members of Congress to be introduced. Much of the legislation which is thus prepared is unintelligible and hard to understand.

I arose to express my high estimation of the splendid capacities of the Senator from Maryland [Mr. RADCLIFFE].

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES

The Senate resumed the consideration of the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

Mr. TAFT. Mr. President, before the quorum call I expressed the opinion that because of the amendment which was offered by the Senator from California, and the substitute for it which will apparently be offered by the Senator from Virginia, it is clearly apparent that no one is supporting the committee version of the bill. It seems to me, therefore, to be proper to recommit the bill, together with the amendments, to the Civil Service Committee for further consideration and study.

There is another reason why such further consideration should be given. The proposal is for a flat increase. If we are going to spend \$500,000,000 a year in increasing the salaries of Government workers, it seems to me that we should make the increase a selective one. The Senator from California made an excellent case for certain employees in Washington whose salaries should be increased. On the other hand, there are sections of the country in which Federal employees are among the best paid employees of those communities. No difficulty is experienced in getting persons to take such Federal positions. I think that some kind of selective consideration should be given to the question of who should be raised and who should not be raised. After all, the Washington situation is an extraordinary one. Hundreds of thousands of people were rushed into Washington to occupy Federal jobs. The Government wanted them, and they came to Washington. Their coming resulted in swamping the housing facilities of the city and creating such a housing situation that rents, regardless of control, went up so high that they have now become higher than in any other section of the country, and have created a special war situation which is not typical of the entire Nation. It seems to me that careful consideration and study should be made of the entire subject.

I understand that the chairman of the House committee which will handle the matter has announced that the House will not take up the subject until sometime next spring.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. TAFT. I yield.

Mr. DOWNEY. Is the Senator from Ohio suggesting that he himself favors discriminating with respect to the wages paid Federal employees in the various

localities of the United States because of differences in the cost of living?

Mr. TAFT. I do not believe that it will be feasible to do so. I think there are some classes of employees who deserve an increase and who can make out a case for an increase, whereas on the other hand, there are other classes who cannot do so. I do not think we should base the percentage of increase on what is required in Washington under wartime conditions. That is the point which I was trying to make.

Mr. DOWNEY. In order that I may clearly understand the Senator, let me inquire if he is suggesting that we should pay a stenographer in a certain pay classification in Washington more than we should pay a stenographer in a similar classification in Toledo, Ohio, for example, or in some other city in Ohio.

Mr. TAFT. I do not think that would be feasible. I think something could be said in favor of it, but I think it would be almost impossible to work it out. It probably could be handled by grading employees outside of Washington at lower levels, or by grading employees in Washington at higher levels, and I have no doubt that that is now done to some extent.

Mr. DOWNEY. Is the distinguished Senator from Ohio aware of the fact that the statistics indicate that the increased cost of living has been only a fraction of 1 percent greater in the larger towns than in the smaller towns?

Mr. TAFT. Yes; and I have not believed the figures. The statistics are very uncertain. They represent only spot checks made here and there, and are not complete. Regardless of the OPA statistics, or the Bureau of Labor statistics, it is fairly clear to me that in certain places of the country living conditions are much worse than they are in other places.

Mr. DOWNEY. Mr. President, will the Senator further yield?

Mr. TAFT. I yield to the Senator from California.

Mr. DOWNEY. I admire the Senator's judgment and high order of intellect. If he is not suggesting that there be some sort of discrimination in wages based on high cost of living, what is he suggesting?

Mr. TAFT. The Senator from California has stated certain extreme cases. Why? I do not know why the committee should consider them, because there are many employees, even in Washington, who are receiving more than they are worth. I know of many persons who, if in private business, would not receive anything like the salaries they are receiving in Government service. I know some who came from college, and when they entered the Government service drew \$5,000 or \$6,000 a year, who in private employment could not have made more than \$1,800 or \$2,400 when they started. I feel very certain that if the Senator will actually make an investigation of the hardship cases to which he has referred, he will find special circumstances which can be dealt with by salary increases in certain fields where increases are needed. But there has been no such study. As I understand, the committee made no study whatever,

and obtained no information from the survey groups who make a practice of studying personnel problems and general wage rates, as well as classification problems. Their help was sought when we started to establish the classifications, but it has not been done in the last 2 years that I know of.

Mr. DOWNEY. Will the Senator yield further?

Mr. TAFT. I yield.

Mr. DOWNEY. While the Senator may know some men who in his opinion are worth only \$1,500, but who are receiving \$5,000, let me say that there are less than 3 percent of all Government employees in the fortunate position of receiving in excess of \$5,000. I should like to add that the proportion of employees in the Government receiving that kind of salary is substantially less than the proportion in private industry. As a matter of fact, I was very much startled to learn that only about 1 out of every 2,000 employees was classified in the top brackets, receiving \$8,000 or more.

Mr. TAFT. However, the Senator is proposing to raise those in the higher brackets just as much as any others. He is proposing to raise everyone, according to the last amendment, 30 percent over what he was getting a year ago, even if he receives \$9,000 a year. Am I not correct? Do I read the Senator's amendment correctly?

Mr. DOWNEY. The Senator is correct, except to the extent that there are no raises provided by the bill which will bring any salary above \$10,000. But I should like to say to the distinguished Senator—and I have heard him emphasize this very point, so I am sure it will strike sympathetic ears—in reality I am not trying to raise anybody's salary in real buying power. My only effort is to have all Federal employees paid, in real buying power, at least as much as they received in 1927 and 1941. By our allowing the wages of Federal employees to remain where they are, with the cost of living having increased, those in the higher brackets are now receiving 25 percent less in real buying power than they received in 1941.

Mr. TAFT. I was not dealing with that question. I was dealing with the question whether an automatic increase in all groups in the Federal Government should be made, thus increasing the permanent governmental budget as I understand, by more than \$500,000,000 a year, or whether we should begin to discriminate a little, find out who is entitled to an increase and who is suffering hardship, and reduce to some extent at least the tremendous cost of the proposed increase.

I agree with the Senator that to the extent there has been a permanent increase in the cost of living, salaries, at least in the lower groups, should be increased to that level—and probably those in the higher grades. To that extent I agree with the Senator. But before we arbitrarily do that for everyone, it seems to me a study should be made to ascertain whether some of those groups are not already getting more than they are entitled to, and whether we cannot in some way reduce the total cost, while recognizing the general principle.

Let me say another thing about the general principle. If the increase is to be permanent—and it is to be permanent, and will probably last forever—we should be fairly sure that the increase in the cost of living will be permanent; and we are not perfectly certain of that. Personally I think it will amount to at least 25 percent. The Government says now it is 33 percent. There may be some reduction in that percentage. I agree, however, that there is to be some permanent increase, yet I am not perfectly certain it will be 33 percent.

I shall vote for an increase—I am not saying I will not—but I think there should be some discrimination, and more complete study of the whole situation, to see how the objective can be accomplished with a somewhat less total cost to the Federal Government than is involved in the bill reported by the committee.

Mr. LANGER. Mr. President, will the Senator from Ohio yield?

Mr. TAFT. I yield.

Mr. LANGER. Does not the Senator think that in simple fairness, while the study is being made, we should allow this increase, and set a definite date, 6 months or 8 months or 10 months from now, when it will terminate? The hardship cases the distinguished Senator from California has mentioned are not isolated cases. There are many of them all over the country.

Mr. TAFT. I am not prepared to say what I would do under those circumstances. But that has not been the proposal. We have provided definitely for a temporary increase in the legislative employee field, which will be good until a certain date, and is understood to be temporary. If some such proposal should be made, I would not have so strong a feeling that we should be sure before we step. But that has not been the proposal up to date.

I think for another reason a more complete study should be made. As a matter of fact, all these employees have received an increase very recently. They are better off than they were, and I think we should have time to consider the matter carefully before we act.

Furthermore, we face today a tremendous difficulty in our budget figures. We do not know what the budget is going to be.

Mr. LANGER. Mr. President, the Senator has just made the statement that some of the employees got an increase. I should like to have him name who they are.

Mr. TAFT. We passed an act—

Mr. LANGER. We passed an act giving them an increase, and the President took off overtime, and the take-home pay of these employees is less today than it was before we passed the act.

Mr. TAFT. I do not take much stock in take-home pay. That seems to rest on the theory that one should get the same pay for working a short time as for working a long time, and I do not think that is sound. Personally I see no reason for a complete Saturday holiday in Washington. I think it is absolutely unsound, if the Senator wants to know my theory. Perhaps that is one way in which we could reduce the cost, namely,

by increasing the amount of work the employees did by having them work at least half a day Saturday, and having fewer employees. But certainly we should do something, and I think the committee has some responsibility. Now they are recommending such an increase in salaries that the total represents a tremendous amount. There will be fewer employees here and there.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. TAFT. I yield.

Mr. DOWNEY. Since the Japanese war there has already been a substantial reduction in the Federal pay roll, both in number of employees and in amount of salaries. We have made provision for the Bureau of the Budget to put personnel ceilings on the number of employees, and we have our Appropriations Committees to work that out.

I should like to call the following figures to the attention of the distinguished Senator from Ohio: The total pay roll for employees in continental United States for the fiscal year 1945 was \$7,327,000,000. The estimated pay roll for the next fiscal year is only \$4,248,000,000.

Mr. TAFT. Mr. President, those figures do not greatly impress me. In fact, they impress me rather unfavorably, since they show such a tremendous amount to be spent in the next fiscal year, when we are past the war. Of course, the war bureaus are to be cut down. I question whether any agency of the Government which was not a war or strictly an emergency agency has cut its number of employees since the war ended. In fact, they are all proposing to increase the number. It seems to me it is just one big problem, and the Federal Government must make a reasonable effort to present a budget of what the pay roll is to be after the war. There has not been a suggestion of how great a reduction in the number of employees the Government is going to make. No budget has been presented. Neither the President nor the Secretary of the Treasury has afforded us any idea of what the postwar budget will amount to. I have added the figures myself, and I find that, if the President's recommendations are enacted into law, the budget will be very close to \$26,000,000,000 a year—which is all the present tax system yields—without any further reduction of any kind, and imposing a very heavy burden on many people in the United States.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. TAFT. I yield.

Mr. DOWNEY. The Senator's remarks certainly have no application to the pending issue, because there were presented to the committee most careful calculations, coming from the Bureau of the Budget, the Civil Service Commission, and other agencies of the Government, as to the number of employees the Government would have by next July. Those figures are being and have been worked over.

The Senator from Ohio says he is not impressed by a cut of almost one-half in the Federal pay roll. I do not know what would impress the Senator. I suppose if I had said it would be down to 10 percent of what it was last year, the

Senator would have made the same remark.

Mr. TAFT. No; I would not. The Senator from California mentioned, as I remember, a pay roll of over \$4,000,000 a year for Federal employees, and I say that that did not impress me. If that is as far as we can go by the first of next January, then I say that the Government departments and agencies are grossly overstaffed, that there will be a tremendous number of extra employees around, more than necessary to do the work, and that I am not impressed by such a figure. If the Senator suggested \$2,500,000,000 or \$3,000,000,000 I would say that was a fairly reasonable figure.

Mr. DOWNEY. Mr. President, will the Senator yield to me again?

Mr. TAFT. I yield.

Mr. DOWNEY. In the month of July we had what would be an annual equivalent of Federal payments for employees in continental United States, \$7,969,000,000. The figures that are being worked out show that by next July that amount will be cut in half. Let me point out to the distinguished Senator—

Mr. TAFT. The figure was \$4,200,000,000, as I understand?

Mr. DOWNEY. Four billion two hundred and forty-eight million dollars, representing a reduction of almost one-half.

Let me also say that a large part of that is for expenditures in the Post Office Department. Last year the Post Office Department of the United States showed a profit of \$150,000,000, which went into the Treasury of the United States. Yet, in the figure \$4,248,000,000, the expenses of the workers in the Post Office Department are included. Let me add that if it were not for the right of free mail accorded to our soldiers and what we term "penalty" or "franked mail" which is sent free by governmental representatives, the Post Office Department would show a huge profit. I throw this out for whatever it may be worth: In my opinion, the cheapest service afforded the people of the United States is that which enables them to send a letter across the continent for 3 cents. If our postal service were in the hands of the Western Union or the telephone company, it would probably cost a dollar or two dollars to send a letter across the continent.

Mr. REED. Mr. President, will the Senator from Ohio yield to me?

Mr. TAFT. I yield.

Mr. REED. While the Senator from California is on his feet referring to the \$150,000,000 profit which the Post Office Department made last year, I hope he will permit me to correct the figure and make it \$112,000,000. But the Post Office Department is now running at a rate which will mean a deficit of about \$100,000,000 through this fiscal year. That, however, has nothing to do with the matter under consideration.

Mr. TAFT. Mr. President, my point is that the total \$4,200,000,000 Budget figure for the first of next July is not extraordinary. It does not impress me. In any event, it is admitted not to be what the postwar figure should be. We

have never had any estimate of what the postwar Budget would look like. We cannot get it from the Secretary of the Treasury. We have no basis on which to figure. Yet we are constantly increasing governmental expenses, although we do not know whether we can raise by taxation the amount which will be necessary to pay the bill. I do not say that we do not have to go ahead and do some things, but I do say that when we are going ahead with a project which may increase the Budget from \$500,000,000 to \$1,000,000,000 a year we should thoroughly investigate the whole business and see whether we cannot find some way to reduce the total over-all expense at the same time that we take care of the proper demands of the employees. I merely suggest that a study should be made of the situation. The House apparently is going to do it, and there is no reason why the Senate should pass on this question without doing something in the way of investigating at the same time.

Mr. LANGER. Mr. President, will the Senator yield?

Mr. TAFT. I yield.

Mr. LANGER. The Senator must be familiar with the fact that more than 2 years ago the so-called Byrd-Langer amendment was adopted. It provided that every month each department shall make a report to the chairman of the Civil Service Committee. It is also submitted to the Comptroller of the Currency. Department after department reports to the Byrd committee. So we have a double check on the situation. The number of employees has been going down, steadily down, all the time. I do not see what a further investigation could possibly disclose, or what more the Comptroller of the Currency can do than he is doing, or what more the Director of the Budget can do than he is doing in getting rid of surplus men and women employees.

Mr. TAFT. I say that they have not done that. Of course, there has been a large reduction. Many of these employees were making munitions during the war and other things directly connected with the war. They were working in arsenals. They were engaged in work that could have no possible object except in time of war. Of course, there has been a reduction in their number, and there should be. But in the current fiscal year we are still incurring a deficit of \$35,000,000,000, for a single year, adding that much to the public debt. So far as I can see, for the fiscal year 1947 we shall have a deficit of probably \$15,000,000,000. Certainly we are not doing anything extraordinary in the way of getting Government expenses back to normal.

Mr. LANGER. Mr. President, will the Senator yield further?

Mr. TAFT. I yield.

Mr. LANGER. I ask the distinguished Senator to suggest what else can be done. Each month the Comptroller of the Currency and the Director of the Budget have submitted to them by the heads of the departments a report of the number of employees they have, and an investi-

gation is being made whereby the Director of the Budget can arbitrarily remove from the pay roll any employees he finds are not needed. Congress, upon the recommendation of our committee, has given those officials that power. What else could be done?

Mr. TAFT. Permit me to make one suggestion. I suggested I saw no reason why office workers should have a complete Saturday holiday. I see some reason why in the case of industrial plants there should be a Saturday holiday; but I never have seen why office workers should have a Saturday holiday. Suppose we say, "We will give you this much more but you will work as every one else does. You will work in the way civilian office workers work. You will work, as they do, Saturday morning and we will increase your compensation. We will then cut down by 10 percent the number of employees, because of the longer work week." I do not know whether that is a practical plan.

Mr. LANGER. I call the Senator's attention to the fact that during the war the same office workers were working all day Saturday. They had no time to go shopping. The health of many of them was impaired as a result.

Mr. TAFT. I always thought that was unreasonable also. I never could see why they should not have had a Saturday half holiday.

Mr. LANGER. They did not have it at all during the war. Now, for the first time since the war began, they are getting a few hours off.

Mr. TAFT. No; they are getting all day Saturday off.

Mr. LANGER. I may say that that is being done in industry after industry all over the United States of America.

Mr. TAFT. I think it is a great mistake so far as office work is concerned. It is not being done in ordinary downtown office work in Washington, or in many other cities. It is being done in the case of many of the office employees of industrial concerns, but it is not being done generally, and I do not see any reason why it should be. I merely suggest that that is one method we might try in an effort to cut down the ultimate total cost of this particular bill. The discussion arises on my contention that adding to the present confusion is the fact that both the chairman of the committee and other members of the committee have offered completely different plans from that approved by the committee and for that reason we should recommit the bill to the committee to consider further what plans should be adopted, and to see whether other things might be done which the committee could at least recommend, whether within their jurisdiction or not, which would reduce the over-all cost of this increase.

Mr. DOWNEY. Mr. President, will the Senator yield while I place some figures in the Record?

Mr. TAFT. Certainly.

Mr. DOWNEY. I want to say in the first place that I know that many Senators are honestly impressed with the very general statement that has been made concerning the overwhelming

number of Federal employees. It is my own opinion, after several weeks of careful investigation, that the increased personnel in the departments in Washington, eliminating the Army and Navy, about which I know nothing, is far less than one would have expected, and far less in proportion than the increased amount of business done by those agencies.

I have heard repeated remarks made by Senators—and I know they were made in good faith—referring to what they termed a million employees of the Federal Government outside continental United States. In the first place, the figure of 1,000,000 is too high. The number is 850,000. Of that 850,000, 733,000 are in the Army, and most of the remainder are in the Navy.

Mr. TAFT. The Senator means they are civilian employees in the Army?

Mr. DOWNEY. Yes; civilian employees, and I am about to explain what they are. I think that more Senators have said they did not see how they could vote for this pay bill because of the great volume of personnel, and they mention the figure of 1,000,000 employees who are supposed to be abroad. I have discussed this subject carefully with the Army representatives. Of the 750,000 employees of the Army outside continental United States, one-third of them are being paid by occupied countries. In other words, the conquered governments are paying for one-third, and they are nearly all citizens of the conquered governments. Ninety percent of these employees are not citizens of the United States. Another one-third are being paid by our allies on reverse lend-lease. They are on our pay rolls, but being paid by the governments of our allies. The other one-third, comprising principally coolie labor in the Pacific area, are being paid coolie wages. They cannot be paid by our Government more than the prevailing wage in their own country, and probably the maximum amount they are receiving is \$20 a month.

In weighing this bill I do not think there is any equitable reason for thinking about the employees of the Army and Navy outside continental United States.

I want to add that the overwhelming proportion of the increased personnel in the Government is in the Army and Navy. Again, I cannot express any opinion as to whether the War Department and the Navy Department are wasteful of their manpower. The figures indicate that in June 1943 the emergency war agencies had reached their peak. In October 1945 they were down to 86,000, or about one-half the peak number. I understand that at the present time the figure is between 50,000 and 60,000. The emergency agencies are rapidly passing out of existence.

Between June 1939 and the present time the old-line agencies have increased 36 percent in personnel. According to the figures I have, the Post Office Department increased by 50 percent, but on an investigation of the Post Office Department I find that about 50,000 employees have been substitute carriers and other employees in that class, who were not carried on the pay roll 4 or 5 years ago. They cost the Government only a

few dollars a month each. They are now carried on the Post Office pay rolls. In addition, the Post Office Department lost 50,000 of its best workers through the draft. It was necessary to employ 75,000 submarginal workers to take their places, and they were not able to do one-half the work that was done by the former employees. In spite of all those handicaps, the business now being done, and which has been done for the past year by the Post Office Department is far above the percentage represented by the increased number of employees.

The Senator says that none of these agencies are releasing employees. The Post Office Department is not. The Post Office Department is now employing more men than it employed in June.

Mr. TAFT. I have not even suggested a criticism of the Post Office Department.

Mr. DOWNEY. That is the largest agency outside the Army and Navy.

Mr. TAFT. What are the figures for the 1st of next July? Is any reduction proposed by the 1st of next July?

Mr. DOWNEY. By next July the Post Office Department expects to get back to practically the same number of employees that it had 4 or 5 years ago. On the average, the Post Office Department has carried one letter a day to every one of our soldiers and sailors. It has had to handle about 11,000,000 such letters a day, and it has handled them without any charge. As I previously stated, I had understood that last year the Post Office Department operated at a profit of \$150,000,000. I was corrected by the Senator from Kansas [Mr. REED]. Probably his information is accurate. He gave the figure \$112,000,000.

It is true that presently the Post Office Department is operating at a deficit; but I think perhaps the prognostications of the Senator from Kansas as to what the deficit may be for this fiscal year are too pessimistic. However, I have no desire to enter into a debate on that question. So far as I am concerned, I feel that the employees of the Post Office Department have done a fine job. The largest increase has been in that Department.

The charts which I have distributed show the increases and decreases in every department—the Department of Justice, the Department of Agriculture, the Department of Labor, the Department of Commerce, and so on. I have made a very careful investigation, and I find that the increased number of personnel does not nearly correspond to the increased amount of business.

Mr. President, I do not wish to hurt the feelings of any Senator or any Member of the House, but by far the greatest increase in percentage, considering the amount of money being spent for personnel presently as compared with 1941, is in the Congress of the United States. During that period of time our disbursements have gone up about 70 percent. I do not believe that that is any reason to condemn us. In my own office my business has increased from 150 to 200 percent, and my girls have often had to work until 6 or 7 o'clock in the evening, and sometimes all day Saturday and Sunday. But if my office is handling from 150 to 200 percent more business I cannot very well criticize myself or the Senate be-

cause our disbursements are comparatively the highest in the United States.

The Senator from Ohio has been very courteous. Before I conclude let me say this: I believe that we should attempt to approach these problems a trifle more calmly. I find that among 50 percent of the American people there is the folklore that Senators reach their offices about 10 or 11 o'clock every morning, have a good lunch, go to the floor of the Senate for a few minutes, and then play poker or golf for the rest of the day.

Mr. TAFT. I take every opportunity to destroy that notion.

Mr. DOWNEY. In my opinion, Senators individually are the most heavily burdened and drudging workers that I know of. Nevertheless, the impression is abroad among 50 to 75 percent of our people that we are overpaid, that we are slackers, and that we do not attend to our duties. I believe that that impression springs from a quality of the human heart which many of us have. When we make generalized statements about the Department of Justice, the Department of Agriculture, the Department of Commerce, or the Post Office Department, I believe that many times we are falling into the same sort of unhappy error into which many of the American people fall with respect to Members of Congress.

Mr. TAFT. This bill does not cover the Post Office Department, does it?

Mr. DOWNEY. No; it does not.

Mr. TAFT. Is it anticipated that the same increase will be sought by Post Office employees?

Mr. DOWNEY. Opposition Senators have suggested that instead of counting the mere cost of this bill, we ought to calculate the amount for the postal employees and the wage-board employees. I think that is the provident thing to do.

Mr. TAFT. So far as I am concerned, I am in favor of raising salaries and wages substantially, to the point reached in percentage by the permanent increase in the cost of living. I should say that that would certainly be 25 percent, and possibly somewhat higher. I do not think there will be any permanent decrease. I do not see how there could be any great decrease in present prices.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. TAFT. I yield.

Mr. BYRD. In the colloquy between the Senator from Ohio and the Senator from California they were speaking of the number of employees. On November 11, 1918, which was Armistice Day following the last war, there were 917,000 employees. That included the war workers. The day Mr. Roosevelt took office, on March 4, 1933, there were 555,000 employees. In October this year there were 2,643,881 civil-service employees within this country, and outside the country, there were 733,792 civilian employees, making a total in October, 3 or 4 months after the war with Japan was ended, of 3,377,673, as compared with 555,000 when President Roosevelt took office, and as compared with 917,000 on Armistice Day following the First World War.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. TAFT. I yield.

Mr. DOWNEY. I should like to make clear an interpretation of the figures which the Senator from Virginia has given. My figures are not quite the same as his, but generally speaking they are the same. The figure I have, representing the total number of employees for all agencies, both in and outside the United States, on September 30, 1945, is 3,360,000. That is approximately the figure which the Senator gave. Almost exactly a quarter of those, or 850,000, are principally employees of the Army and Navy outside continental United States, costing us almost nothing. Of the remaining number, about 70 percent, or a total of 2,200,000, were in the Army and Navy, 443,000 were in the Post Office Department. The total figure for those in all other agencies of the Government is 594,000, which is 36 percent more than the figure of 5 years ago. Stripping the figures down to the old-line agencies—

Mr. BYRD. Mr. President, will the Senator yield?

Mr. TAFT. I yield.

Mr. BYRD. We have always had an Army and Navy. The Senator from California is stripping them entirely in his comparison. With what year is the comparison made?

Mr. DOWNEY. June 1941.

Mr. TAFT. The Senator is referring to civilian employees of the Army and Navy.

Mr. BYRD. We have always had civilian employees in the Army and Navy. If the Senator wishes to make a comparison, let him add them in both instances.

Mr. TAFT. Mr. President, I did not start this particular controversy. My only point was that it seemed to me that when such a tremendous cost is involved we should not arbitrarily say that everyone shall have an increase of 20 percent, or any other increase, without studying how we can reduce the total cost. No consideration has been given to that problem, and I think we could well afford to recommit the bill to the committee for that purpose.

Mr. President, I wish to suggest one further thing. There is a certain advantage in Government service which does not exist in other services. A very typical case came to my attention the other day. A man who had been in the armed forces had returned home. He had become a very excellent automobile mechanic. He wanted a job. I said to him, "It seems to me that any of the automobile companies would be willing to pay you \$10 a day. You could make probably \$3,000 or \$4,000 a year as an automobile mechanic." No; he wanted a Government job at \$1,800, if you please. Why? I suppose he figured that he would be set for life. He would have that much money for life, and he could be assured of an income. For all practical purposes, he would have permanent tenure, which does not exist in private industry. If he were in the Government service and a depression should come along, he would still retain his job. So, in spite of the fact that he could earn more in private industry, a position in the Government service appealed to him more strongly. There are some advantages in Government service which do not exist in pri-

vate industry, and I believe that it is fair to take that factor into consideration.

Mr. President, there is another reason why I think we ought to postpone the question of wage increases, and particularly salary increases. I felt very strongly on the question of the amendment proposing to increase the salaries of Members of Congress. Today in this country a tremendous struggle is under way as to what wages shall be. I do not know what they ought to be. I am perfectly confident of one thing, and that is that we cannot increase wages in industry without increasing prices, and that if we have a general increase in all wages, we shall have a general increase in all prices before we are through; and to the extent that wages are increased above the cost of living, that increase is just as much inflation as would be an increase in prices. It is bound to bring about the increase in prices which we all wish to avoid.

That struggle is being fought out, and properly so, and it should be fought out in each industry and in each case and with reference to the particular groups of employees who are involved in the disputes. I do not think the Government should take a position in favor of a 10 percent or 20 percent or 30 percent salary increase for its employees and thus set an example which all others would follow. I do not think the Members of Congress could increase their salaries 50 percent and not have every working man in the United States feel—and properly so—that he must be entitled to a similar increase. It can be said that some of them have already received increases greater than the increase in the cost of living. The increase in average factory wage rates has been approximately 42 percent since the beginning of the war, as compared with the 33 percent increase in the cost of living. But that does not make so much difference. If we increase the salaries of Government employees 30 percent, that percentage will be seized upon as a figure which sets an example for every other possible wage or salary increase.

We can point out that Senators and Government employees have not received any increases over certain periods of time, and we can make various arguments on that basis. Nevertheless, if we grant Government employees any salary increases at this time, that action will be bound to have a substantial effect on the struggle which now is being waged throughout the country. I do not think we know enough about what that increase should be to be justified in setting any example here by way of stating what the percentage of increase in Government salaries should be.

So, Mr. President, I feel very strongly that we should wait until next spring before we do anything in regard to increasing the salaries of Senators. I think Senators are clearly entitled to at least a 25-percent salary increase simply in order to take care of the increase which has occurred in the cost of living. Of course, many men working in industries may be entitled to a greater increase because their capacity to produce has in-

creased, whereas it is difficult to demonstrate that the productivity of the civilian employees of the Government has increased in any way. So it seems to me that if their case for an increase in their salaries is to be justified, it must rest simply on ground that there has been an increase in the cost of living. I think we shall do far better, as a government, to say, "We will not undertake to lay down a rule. We will permit every industry by means of collective bargaining to work out the proper solution of its own particular problem, and we will not try to establish a scale or set an example in the way of an increase in the salaries of Government workers which immediately will be seized upon, it seems to me, as an argument for increases in other fields. For instance, if we grant a 10-percent increase in the salaries of Government workers, laboring people may feel that that increase reacts to their disadvantage in view of the fact that they may believe they are entitled to a 30-percent increase. On the other hand, if we grant a 20- or 30-percent increase in the salaries of Government employees, industrial employers may object because they may say their employees should not receive more than a 10-percent increase.

In view of the fact that within the last 6 months we have granted a salary increase to Government workers, I think we can well wait another 6 months or a full year before another increase in salaries is given.

In any event, Mr. President, I would vote against any increase, and certainly I would not be willing to vote for the increase proposed in the bill.

We have two other measures which I cannot analyze at this time. I do not know how much of an increase they propose. I have seen tables covering the increase proposed by the amendment of the Senator from California. I have seen tables covering the increase proposed by the amendment of the Senator from Virginia. Frankly, I cannot analyze them quickly enough to determine just how much of an increase they would grant. But I do feel that altogether, and taking everything into consideration, it is clear that the bill should be recommitted to the committee. If that is done, then, after the bill is further considered by the committee and subsequently is reported to the Senate and is considered by the Senate, if it then contains provision for an increase in the salaries of Government employees in accordance with the increase in the cost of living, I shall be glad to vote for a bill substantially complying with that principle.

Mr. REED. Mr. President, the Senator from Ohio has said practically everything I could possibly say on the pending subject, and no doubt he has said it a great deal better and more forcefully than I could have done. I simply wish to make a few observations at this time about the situation.

First, Mr. President, I wish to have the Senator from California understand that I did not say or, at least, I did not intend to say, that there will be a deficit of \$100,000,000 in the Post Office Depart-

ment this year. What I intended to say and what I hope I did say was that at the present rate of operation, the deficit in the Post Office Department this year will be approximately \$100,000,000, as against a \$112,000,000 surplus, as I recall the figures, for the operations during the last fiscal year.

Mr. President, I think Members of Congress should have higher salaries. Our expenses have increased; our work has increased. But I am unwilling to vote to increase my own salary or that of any other Member of Congress so long as the Government is being operated on a deficit basis. Of course, I believe that the expenses and the burdens of Members of Congress, of both Houses—I know it is true in the case of Members of the Senate—have increased. Our expenses have increased to a point where I, at least, am not able to live within the salary which I as a Senator draw from the Government. I am one of those Senators who maintain two homes. I maintain a home in Washington and one in Kansas. Our salaries are insufficient to pay our expenses in maintaining two homes and also to pay our other expenses. I do not think the quality of legislators would be increased in the slightest by increasing the salaries paid to them. I do not belong to the school of those who believe that in places of distinction the salaries paid necessarily constitute a factor which influences the quality or character of the men who seek such places. But in all fairness, men who take these places, even if they ask for them—and all of us did—should receive salaries which at least suffice to pay their expenses.

The amount of my official salary does not happen to be of vital importance to me because, fortunately, out of a lifetime of effort and accumulation, I have an income outside of my senatorial salary. I know, however, that some of the most earnest and effective Members of the Senate do not have such incomes, and they necessarily must rely entirely upon their senatorial salaries to meet their expenses. To those men my heart goes out; I do not see how they do it. Some Senators who are in that position are on the floor of the Senate at this time.

Mr. KILGORE. Mr. President, will the Senator yield for a question?

Mr. REED. I yield.

Mr. KILGORE. Does the Senator mean to imply that membership in the Congress should be denied to any person who does not have sufficient outside income, either from savings previously accrued or from outside work which he does while serving in the Congress, to enable him to meet his expenses while serving in either this body or the House of Representatives?

Mr. REED. I do not quite understand the question of the Senator from West Virginia. I ask him to repeat it, please.

Mr. KILGORE. I wish to know whether the Senator from Kansas means to imply that membership in the Congress of the United States should be denied to any citizen of the United States who, either because he had not previously acquired sufficient assets or because he would not obtain outside earnings while serving as a Member of the Congress

would be unable to meet the expenses which he would incur while serving in the Congress?

Mr. REED. No. My answer to the Senator from West Virginia is that we talk about sacrifices made during the war, but very few people in the United States, other than the families who contributed men and women to the armed forces, have made any real sacrifices. Most of our people had a great deal of inconvenience, yes; but sacrifices, no.

I think it is not asking too much of the Congress to request it not to increase the salaries of its Members so long as the Government is operating on a deficit basis and so long as the Government has to borrow the money with which to pay the salaries of Members of Congress and the salaries of all other Government employees.

Mr. KILGORE. Mr. President, I am afraid the Senator begs the question. I should like to have an answer to it. I do not disagree with the Senator in regard to the matter of raising salaries, but I simply wonder if it is and has been the policy of the Senator from Kansas and of other Members of this body to adopt the view outlined in my question in regard to membership in the Congress. I have heard so much argument on the floor of the Senate along that line that sometimes I feel that possibly that is the policy of the Senate of the United States, or at least of a majority of the Members of the Senate.

Mr. REED. Mr. President, I can say this much to the Senator from West Virginia: I think the Congress of the United States, and I know the Senate of the United States, is more parsimonious with itself when it comes to dealing with its salaries and operating expenses than it is in dealing with the salaries or expenses of any other branch or department of the Government.

I was glad that the Senator from California decided not to offer an amendment which would have brought the question of congressional salaries to a vote.

I wish to close this phase of my remarks by repeating that I think the salaries of Members of Congress are presently inadequate. I think they should be adequate. But I hesitate very much to advocate or agree to an increase of our salaries so long as it is necessary for the Government to borrow the money with which to pay its expenses.

Now, I wish to discuss the question of the civil-service employee whose pay would be raised perhaps 20 percent by enactment of the bill reported from the committee of which the distinguished senior Senator from California [Mr. DOWNEY] is chairman. I think some of our friends in the Senate emphasize too much the so-called hardships which Government employees undergo. Any group of employees who work 8 hours a day for 5 days a week, who have 26 days' annual leave with pay, who have 8 holidays a year, who receive 15 days' leave with pay if they are sick, certainly can have no case at all for relief, insofar as their working conditions are concerned.

To reduce it, Mr. President, to an hourly basis, when, under the proposed program, we take the working days of the

year and deduct from them the annual leave and the holidays, we find that civil service employees work on an average of 5 hours and 36 minutes a day. I refuse to believe that any group of workers, in the Government or anywhere else, who are working on an average of 5 hours and 36 minutes per day, are being overworked.

There is an indefinite factor which is worth referring to and given a little consideration. I have been informed by the press that the Government employees in Washington will be given a 3-day Christmas holiday. If we take into consideration the Sunday preceding, it will be 4 days. Almost everytime anything of an unusual nature occurs in Washington such as a parade on Constitution Avenue or Pennsylvania Avenue, the employees of all Government departments take another holiday or part holiday. If that much time, which is an indefinite factor, is deducted, the average workday would be less than 5½ hours. So much for the subject of working conditions. I now come to the question of salary.

Mr. President, the work of the Federal employees engaged in clerical and routine work is not hard. I have no doubt that such workers find difficulty in living under conditions which obtain in Washington at this time, and yet, Mr. President, the salaries which that class of employees receives for the work which it does exceeds the pay of employees in private institutions throughout the business life of Washington where similar work is being performed.

When the Senator from Ohio refers to persons who can earn more money outside Government than they can within the Government, that may be true. I have made no survey in that regard. However, I have discussed the matter with many persons and have found that almost universally the salaries paid by private industry in offices, in stores, and in retail and wholesale establishments—I am speaking of salaries paid by private employers in Washington—are less than those paid the low-bracket Government employees whom we are discussing. As I have said, our Government employees have, I believe, the best working conditions of any class of employees of whom I know, so far as hours of work are concerned. I do not know of any other employees who are paid annual salaries, even those within the lower brackets, who work so few number of hours during the week or month or year as do the Government workers.

I agree with the Senator from Ohio that I would be glad to see Government employees receive more money than they are now receiving. However, I want them to do more work for the money which is paid them. There is no reason why an office worker should have two holidays a week, or have Saturday off, unless we are trying to spread the work and have as many employees as it is possible to have.

Mr. President, I have been in civil service longer, I believe, than any other Member of the Senate, and almost as long as any Senator has been a Member of the Senate. It is impossible to spread work and increase salaries at the same time. If Government workers wish greater salaries, my answer to them

would be, as the Senator from Ohio has stated, instead of working 40 hours a week, let them work 45 hours a week, and let them be given a half day off on Saturdays. Give them an increase of 12½ percent in their pay. If their hours of work are increased 12½ percent, give them a 12½ percent increase in their wages and decrease proportionately the total number of persons employed. That makes sense. That gives the employees more money and it does not overwork them. No sociologist or economist who has ever given a thought to this subject has ever found any reason in the world for limiting the hours in a workweek except for two reasons. The first one is that the length of the workweek imperiled the health of the worker. Certainly that factor is not even remotely on the horizon in this case. The other reason is that of spreading the work. However, we cannot spread work among a greater number of persons and at the same time increase their salaries.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. REED. I yield to the Senator from California.

Mr. DOWNEY. I cannot say that I am persuaded by the argument which the Senator has made. But it at least has interested me. I would be further interested in knowing, if he were the dictator of our policy, how much vacation he would give employees of the Government each year. Would he give them any vacation at all?

Mr. REED. I give my own employees 2 weeks. The Senator knows that the postal workers receive only 15 days' leave of absence. They do not receive 26 days as do other Government employees in Washington.

Mr. DOWNEY. Would the Senator pursue that policy even though it resulted in increasing the number of unemployed persons throughout the Nation?

Mr. REED. Mr. President, I do not want the Senator to bring an extraneous matter into this discussion, but I believe that the entire basis of economy, whether private or Government, is production. There is no way by which we can consume unless we produce. In all economic adjustments there should be recognized some relation between the cost of production in the form of wages, and the production of the commodity itself, if it can be measured in that way. Of course, Government work cannot be measured in that way.

Mr. DOWNEY. Mr. President, will the Senator yield further to me?

Mr. REED. I yield.

Mr. DOWNEY. I should like to state to the Senator a fact, which I do not know will either interest him or influence him, and perhaps it is not even relevant. But it is expected that 18 months from now almost all the male workers in civil service will be veterans of this and, to a lesser extent, of the First World War. Perhaps 60 percent of the total number of the remaining workers will largely be the typists and stenographers who engage in work not ordinarily performed by men. It is now clearly indicated that we will not be able to find the number of jobs in civil service for perhaps anywhere near

the number of veterans who are already endeavoring to find suitable jobs of every kind and cannot find them. Would the distinguished Senator feel that we were doing too much for the boys who spent 2 or 3 years away from their homes and careers in the fox holes, by giving them 26 days of vacation each year? Does he think we are doing too much by trying to spread jobs?

Mr. REED. Mr. President, I do not want to be a demagog on this floor. I have voted, as I believe every other Senator has voted, for very liberal provisions in behalf of veterans, with respect to their pay and their allowances, and for the GI bill of rights, as well as other measures which were advanced in their behalf. I do not want any hypothetical question raised at this time that some years from now we will drag in the veterans in a way which has nothing to do with the pending bill. I do not think the veteran who came out of the war whole, and has gone into Government service, would ask for a higher rate of pay than is being paid to men in civil life who are doing a similar type of work.

Mr. DOWNEY. Mr. President, all that the pending bill proposes to do is to lift civil-service workers to the cost-of-living standard and place their compensation on a parity with what industry is paying its workers.

Mr. REED. That is the Senator's view of it. It is not my view.

Mr. DOWNEY. I know what my amendment provides. I am merely asking for an increase sufficient to bring the wages of Government workers up to a level where they can meet the cost of living.

Mr. REED. Is the Senator referring to the pending bill?

Mr. DOWNEY. That is practically all that the bill would do.

Mr. REED. And it is to be in addition to the pay which was granted during the present session of this Congress.

Mr. DOWNEY. The bill perhaps lifts the compensation of a few workers in the lower category above the cost of living. But it does not go even far enough to lift proportionately the compensation of the workers in the higher brackets up to the increased cost of living.

Mr. REED. Mr. President, this bill comes before the Congress at the most inopportune time. In the first place, as the Senator from Ohio so very forcefully pointed out, we are in a period of economic confusion. I believe, that because of encouragement, perhaps, contained in the President's statement of some months ago, which was a far more liberal one than it should have been, hopes have been held out for higher increases to industrial workers than are probably possible of realization. For the Congress to increase Government salaries by any fixed percentage, and raise all employees from top to bottom without regard to what they do, and without regard to their conditions or the relation of their salary to the cost of living, is a mistake. It is not only a mistake in and of itself, but I fear it is tremendously confusing. The very pendency of this bill is confusing the entire labor-wage situation.

Finally, Mr. President, the Senator from California knows, from the con-

versations we have had, that in my opinion the debt of nearly \$300,000,000,000 which this country will face before we come back to the balancing of our budget is the most important factor existing in our whole financial and economic structure. Unless within the next 3 or 4 years we can manage to balance the budget, to take care of the interest and the service charges upon that debt, establish our credit, and bring our expenses within our revenue, the talk now being indulged, and all the ideas about raising salaries, will be futile. If we continue deficit spending without care, or apparently without reason, the credit of this country will be disturbed to the point that our debt will get beyond our credit capacity to control it, and our bonds become impaired in value because of a lack of faith in the Government. In that event the most awful catastrophe imaginable will overtake this country.

Mr. LANGER. Mr. President, will the Senator yield?

Mr. REED. In a moment I shall be glad to yield.

I said some time ago, Mr. President, that I came here with the firm intention of doing all I could, through my votes, to preserve the credit of the Government. I did not want to vote for any appropriation unless it could be demonstrated that it was immediately necessary.

Mr. President, we cannot continue to vote \$500,000,000 for airports, \$500,000,000 for highway programs, four or five hundred million dollars, perhaps, for one bill, and a hundred million or a hundred and fifty million or two hundred or two hundred and fifty million in some other direction—it is impossible to continue on that road without utterly weakening our national credit, and that would be the worst disaster to the salaried people that could be imagined.

I now yield to the Senator from North Dakota.

Mr. LANGER. I merely wished to ask the Senator whether in his opinion it is not more important to increase the salaries of our Government employees than to lend England \$4,400,000,000, and to lend Russia several hundred million dollars?

Mr. REED. I do not know yet how I shall vote on the loan to Great Britain, but I find myself slipping, and may vote for it.

The Government of the United States owes fair treatment to its workers. I owe fair treatment to those who work for me, and every employer is under the same obligation. In my opinion the United States has not failed in according its workers fair treatment.

In my home town, in the town in which the Senator from North Dakota lives, in the town in which the Senator from South Dakota lives, in the town in which the Senator from Iowa lives, the Federal workers are the best paid, where they do work comparable to that performed by private workers. That is true all over the country, with the exception of the postal workers in the large cities. We have had difficulty in keeping the postal salaries in large cities and the postal salaries in the smaller towns from coming in conflict with each other. It is a difficult problem. But there is

not a Senator in this Chamber who lives in a city of less than 50,000—and I live in one of less than that number—who does not know that the Government employees are the best paid workers in the city; considering comparable employment in private business.

We are not treating our employees badly. The Senator from California made quite a point about one case a few days ago, that of Mr. Bell. It is very true there are some men in the Government service who remain in it perhaps out of public spirit, perhaps because they have been in it a long time, at lesser salaries than they would be paid in private employment if they were doing the same work in private employment. That is the class of employees in the Government service who generally receive from \$7,000 to \$8,000 up to the maximum, whatever it may be. That is not exceptional.

Men leave private employment in one place and go to private employment in another at an increase in salary. There is something about Government work which is attractive. It is steady, it is continuous, it is not subject to the fluctuations which are found in private employment, there are long vacations—too long, I think—short hours, and sick leave. All those things tend to make Government work more attractive.

In the city of Washington the Government can always get employees in the clerical lines, because such employees receive greater salaries, as a rule, than those in private employment. It would be folly, of course, to say that there were no exceptions, but as a rule the employees in the Government offices in Washington doing clerical work receive more than they could get for doing the same kind of work for private employers.

Mr. President, the situation surrounding the pending bill is one of almost indescribable confusion. The Senator from California brought a bill to the floor. The Senator from Virginia is to offer quite an extensive amendment, perhaps in the nature of a substitute. I understand the Senator from California may perhaps modify his own bill to a material extent.

A motion to recommit the bill should not come from the Senator from Kansas or the Senator from Ohio, but I agree thoroughly with the Senator from Ohio that not only the best way but it seems to me the only way this question can be intelligently handled is by recommitting the bill to the Committee on Civil Service.

Mr. MEAD obtained the floor.

Mr. LANGER. Mr. President, will the Senator yield so that I may call for a quorum?

Mr. MEAD. It is not necessary.

Mr. LANGER. The bill now pending is a very important measure, and we would like to have a quorum present.

Mr. MEAD. Very well.

Mr. LANGER. I suggest the absence of a quorum.

The PRESIDING OFFICER. Does the Senator from New York yield for that purpose?

Mr. MEAD. I yield.

The PRESIDING OFFICER. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Austin	Green	Morse
Ball	Gurney	Murdoch
Bankhead	Hart	Murray
Blibo	Hawkes	Myers
Bridges	Hill	O'Daniel
Bushfield	Hoey	O'Mahoney
Byrd	Johnson, Colo.	Radcliffe
Capper	Kilgore	Reed
Carville	Knowland	Revercomb
Chavez	La Follette	Robertson
Connally	Langer	Russell
Donnell	McClellan	Shipstead
Downey	McKellar	Smith
Ellender	McMahon	Tunnell
Ferguson	Mead	Vandenberg
Fulbright	Millikin	White
Gerry	Mitchell	Wiley
Gossett	Moore	Willis

The PRESIDING OFFICER. Fifty-four Senators having answered to their names, a quorum is present.

Mr. MEAD. Mr. President, a few days ago I discussed the bill which is now before the Senate, and I explained my position with reference to it as it was reported from the Civil Service Committee. I am now going to speak against a motion to recommit the bill, or the substitute, to the Committee on Civil Service.

Mr. HICKENLOOPER. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. HICKENLOOPER. Is a motion pending to recommit the bill?

The PRESIDING OFFICER. There is no motion pending to recommit.

Mr. MEAD. If my colleague from Iowa had waited, I was about to add "in the event that such a motion is made." I heard the statement made by the able Senator from Ohio, as I hope my distinguished colleague from Iowa did, and I intend to deal with it a little later.

Mr. HICKENLOOPER. I beg the Senator's pardon.

Mr. MEAD. Mr. President, we have before us a substitute measure which may give some inspiration to a motion to recommit the bill. In order to bring before the Senate a question which will be properly before the Senate, I suggest to the able chairman of the Civil Service Committee that he withdraw his amendment and reinstate the bill as reported to the Senate by the Civil Service Committee, so that we may all know what is before the Senate and what the provisions of the bill are.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. MEAD. I am glad to yield.

Mr. DOWNEY. While I am confident that the amendment in the nature of a substitute which I have presented would be more acceptable to the Senate, and I myself would prefer to press it, in view of the practical impossibility of having the attention of Senators long enough to explain it, I have a sense of discouragement in having them understand what it is, and I therefore think the suggestion of the Senator from New York is well taken. Consequently, for the present I will withdraw the amendment which I have offered.

Mr. MEAD. Mr. President, I am well pleased with the action taken by the able chairman of the Civil Service Committee, because there has been confusion in this

body, but if we return to the bill as reported by the committee we shall have before us a copy of the bill as reported. We shall have before us a report from the Committee on Civil Service, and we shall have the benefit of that explanation.

Mr. HICKENLOOPER. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. HICKENLOOPER. Did the Senator from California withdraw his amendment?

Mr. MEAD. The Senator from California stated that he would withdraw the amendment. I understand that he will probably go through the proper parliamentary procedure to do so when he has the floor.

The PRESIDING OFFICER. The Senator from California has a right to withdraw his amendment, and he has done so.

Mr. HICKENLOOPER. Then, as I understand, the state of the RECORD at the moment is that the RECORD shows that the amendment in the nature of a substitute offered by the Senator from California has now actually been withdrawn.

The PRESIDING OFFICER. That is correct.

Mr. MEAD. Mr. President, we are now considering the bill as reported by the Committee on Civil Service. We can properly follow that bill, because we have a printed copy of it before us. We have an explanation of the bill before us in the report which the Civil Service Committee has submitted with the bill.

Mr. President, this is a very simple measure. It calls for an increase of 20 percent over the existing wage level. That is a very simple issue. It was well explained by the able chairman of the committee. The cost-of-living feature which prompted the majority of the committee to report the bill favorably to the Senate is likewise easy to understand. That too was dwelt upon at great length by the chairman of the committee.

The application of the 20 percent yardstick maintains a differential in the various classifications in the civil service categories, from the top to the bottom. If there are Members of the Senate who feel that the 20 percent increase is not sufficient, or is too much, they have an opportunity to offer amendments to increase or reduce that figure. But, Mr. President, I do not believe that we ought to adopt the ancient device of recommitting the bill to the committee for further consideration and study. That device was used in the first Congress which was assembled in this building. It has been used in every subsequent session of every Congress that has ever been held.

This bill was introduced in accordance with parliamentary procedure. It was referred to the appropriate committee. It was considered by that committee. Hearings were held by the committee. Witnesses were summoned from the rank-and-file to the grade of Cabinet officer, and after the hearings were held, the committee voted in executive session to report the bill to the Senate, and the

bill was reported to the Senate and placed upon the calendar in the regular way.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. MEAD. I am glad to yield.

Mr. DOWNEY. In connection with that statement, I should like to invite the attention of the Senate to the fact that extensive hearings were held last spring upon the pay bill which we then passed. The distinguished Senator from North Dakota [Mr. LANGER] and other Senators desired to have a considerable higher increase than was then allowed. We did approve the provision for overtime pay, in addition to an increase in the basic allowance. There was a full study of the pay scale at that time, and I believe that a majority of the committee then stated that whenever overtime pay was done away with it would be the disposition of the committee to bring in a bill which would increase Government salaries above the cost-of-living standard.

Mr. MEAD. That was my understanding, Mr. President. Overtime payments have been eliminated, which in my judgment is another justification for the immediate consideration of this legislation. If we send the bill back to the committee I am not sure that there will be any greater interest in it, or that any greater number of Members of the Senate will be concerned over it than is the case at the present time. In fact, I believe that this is the appropriate time. I believe that as a result of several days of discussion there is great interest in the bill. Therefore I hope it will not be recommitted, and that we may proceed to reconsider the bill as reported by the committee.

Mr. President, the Civil Service Commission has been brought into this debate. The Civil Service Commission has approved the bill. I remember when it was always necessary—or at least helpful—for the Civil Service Commission to recommend or approve legislation having to do with wages and working conditions of the personnel employed by the United States. After all, it is the responsibility of the Civil Service Commission to recruit personnel for the various departments and agencies of the United States. They know how difficult and expensive that operation is, because of the rapid turn-over in Government employment. They know more, perhaps, than any other agency of the Government about the difficulties which beset them in the proper recruitment and organization of Government personnel. We have the approval of the Civil Service Commission of the bill which has been reported by the committee. Moreover, the President of the United States favors the principles contained in this bill. In my judgment that is an added reason why the Senate should not recommit the bill to a committee which has already given consideration to it.

Mr. President, other arguments have been advanced. It has been suggested that we wait until next year, to find out what the budget will be. I think it will be a source of great encouragement to an underpaid typist, stenographer, or clerk when he is told to wait until we know more about what the budget is

to be before we allow him sufficient salary to keep body and soul together.

It has been suggested that it is inopportune to raise wages now, and that we should put it off until we balance the budget. I think that would be marked encouragement to the poor people of the District of Columbia who are working for Uncle Sam at salaries which in my judgment are inadequate. It is proposed that we tell them to wait until some time in the future, until we can balance the budget, before we take care of them.

Mr. President, not very long ago we repealed the excess-profits tax. We did not say to the corporations, "You must wait until we balance the budget, or until next year, when we know how much it is going to cost to operate the Government." Not long ago we reduced the taxes on corporations. We did not say to them, "You must wait until we balance the budget." No. But we use that argument now, when it applies to the lowly paid wage earners employed by the Government of the United States.

Not long ago we talked about lending foreign governments billions of dollars, and evidently we are about to do it. But we are not going to say to those governments, "You must wait until we balance our budget. You must wait until we know how much money we shall need next year." Oh, no. We use that argument only when it applies to the poor devil who works for the Government of the United States.

Just a few days ago we rescinded appropriations of \$52,000,000,000 which we had already made for the conduct of the war. Less than half a billion dollars will be required to cover the entire cost of this bill for a whole year, and before that year is up the personnel will be reduced in many instances. Perhaps the total reduction will absorb a great percentage of the cost of the bill. But if the war had lasted another week we should have spent a great deal more than we would spend for the cost of this bill for an entire year.

Mr. President, I am for the consideration of the bill which is now before the Senate, a bill with which we are all familiar, a bill which has been reported to this body by the proper committee. I really believe that it would be a serious mistake and that we would be inconsistent with ourselves and our record if we were to send the bill back to the Committee on Civil Service. So I am appealing to the Senate now, in the event that a motion is made to recommit the bill, to vote down the motion and proceed in an orderly manner to consider the bill which has been reported by the Committee on Civil Service. If there is anything wrong with that bill, we shall have ample opportunity to correct it. If it is insufficient in the increases which it proposes, we can modify it. So I appeal to the Senate to consider the bill which has been reported by its own Committee on Civil Service.

Mr. HICKENLOOPER obtained the floor.

Mr. BYRD. Mr. President, will the Senator yield to me to permit me to suggest the absence of a quorum?

Mr. HICKENLOOPER. I yield.

Mr. BYRD. I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk called the roll, and the following Senators answered to their names:

Austin	Hart	Mitchell
Bridges	Hawkes	Morse
Byrd	Hickenlooper	Murray
Capper	Hill	O'Daniel
Carville	Hoey	O'Mahoney
Chavez	Huffman	Radcliffe
Connally	Johnson, Colo.	Smith
Donnell	Knowland	Taft
Downey	Langer	Taylor
Gerry	McClellan	Tunnell
Gossett	McKellar	White
Green	Maybank	Wiley
Guffey	Mead	
Gurney	Millikin	

The PRESIDING OFFICER. Forty Senators have answered to their names. There is not a quorum present. The clerk will call the names of the absent Senators.

The legislative clerk called the names of the absent Senator; and Mr. BALL, Mr. FERGUSON, Mr. HAYDEN, Mr. KILGORE, Mr. LA FOLLETTE, Mr. SHIPSTEAD, Mr. TOBEY, and Mr. VANDENBERG answered to their names when called.

The PRESIDING OFFICER. Forty-eight Senators have answered to their names. A quorum is not present.

Mr. HILL. I move that the Sergeant at Arms be directed to request the attendance of absent Senators.

The PRESIDING OFFICER. The question is on the motion of the Senator from Alabama [Mr. HILL].

The motion was agreed to.

The PRESIDING OFFICER. The Sergeant at Arms will execute the order of the Senate.

After a little delay Mr. BANKHEAD entered the Chamber and answered to his name.

The PRESIDING OFFICER. Forty-nine Senators having answered to their names, a quorum is present.

Mr. BYRD. Mr. President, will the Senator from Iowa yield?

Mr. HICKENLOOPER. I yield.

Mr. BYRD. I should like to propound an inquiry to the Senator from California. As I understand, he has withdrawn his substitute which he offered this morning. Am I correct?

Mr. DOWNEY. The Senator is correct.

Mr. BYRD. Does that mean that the amendment which the Senator had pending will be reinstated?

Mr. DOWNEY. Mr. President, I make no statement on that point. I have withdrawn my amendment.

Mr. BYRD. I ask unanimous consent to send forward, and to have lie on the table, two amendments which are being proposed by myself, the Senator from Iowa [Mr. HICKENLOOPER], and the Senator from Connecticut [Mr. HART], who are members of the Civil Service Committee. I ask that the amendments and a table in explanation of their objectives be printed at this point in the body of the RECORD.

There being no objection, the amendments submitted by Mr. BYRD for himself, Mr. HICKENLOOPER, and Mr. HART were received, ordered to lie on the table and be printed, and the amendments and table

were ordered to be printed in the RECORD as follows:

Amendment intended to be proposed by Mr. BYRD, Mr. HICKENLOOPER, and Mr. HART to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, viz: On page 1, strike out lines 3 to 8, inclusive, and insert in lieu thereof the following:

"That (a) the first sentence of section 405 (a) of the Federal Employees Pay Act of 1945 is amended to read as follows: 'Each of the existing rates of basic compensation set forth in section 13 of the Classification Act of 1923, as amended, except those affected by subsection (b) of this section, is hereby increased by 36 percent of that part thereof which is not in excess of \$1,200 per annum, plus 18 percent of that part thereof which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum, plus 9 percent of that part thereof which is in excess of \$4,600 per annum.'"

Amendment intended to be proposed by Mr. BYRD, Mr. HICKENLOOPER, and Mr. HART to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, viz: Beginning on page 1, line 9, strike out all down to and including line 16 on page 3 and insert in lieu thereof the following:

"(b) (1) The proviso to the fifth paragraph under the heading 'Crafts, Protective, and Custodial Service' in section 13 of the Classification Act of 1923, as amended, is hereby amended to read as follows: 'Provided, That charwomen working part time be paid at the rate of 88 cents an hour, and head charwomen at the rate of 93 cents an hour.'

"(2) Such section is amended so as to provide the following rates of compensation for positions in the clerical-mechanical service:

"Grade 1, 88 to 95 cents an hour.

"Grade 2, \$1.01 to \$1.09 an hour.

"Grade 3, \$1.17 to \$1.23 an hour.

"Grade 4, \$1.31 to \$1.45 an hour.

"(c) The increase in existing rates of basic compensation provided by this section shall not be construed to be an 'equivalent increase' in compensation within the meaning of section 7 (b) (1) of the Classification Act of 1923, as amended.

"SEC. 2. Section 602 of the Federal Employees Pay Act of 1945 is amended by inserting after the words 'section 405 of this act,' wherever they occur in such section, a comma and the words 'as amended.'

"SEC. 3. (a) The first sentence of section 501 of the Federal Employees Pay Act of 1945 is amended to read as follows: 'Except as provided in section 503, each officer and employee in or under the legislative branch to whom this title applies shall be paid additional compensation computed as follows: 36 percent of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 18 percent of that part of such rate which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum, plus 9 percent of that part of such rate which is in excess of \$4,600 per annum.'

"(b) The first sentence of section 521 of such act is amended to read as follows: 'Each officer and employee in or under the judicial branch to whom this title applies shall be paid additional basic compensation computed as follows: 36 percent of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 18 percent of that part of such rate which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum, plus 9 percent of that part of such rate which is in excess of \$4,600 per annum.'

"SEC. 4. Section 603 (b) of the Federal Employees Pay Act of 1945 is amended by inserting after the words 'by reason of the enactment of this act' the words 'or any amendment thereto.'"

TABLE I

Rates on June 30, 1945	Present rate (Public Law 106) effective July 1, 1945	Proposed amendment 36-18-9 percent over June 30, 1945, rates	Percentage increase, proposed amendment over present base rates under Public Law 106	Percentage increase, proposed amendment over June 30, 1945, base rates ¹
\$1,200	\$1,440	\$1,632.00	13.33	36.00
1,440	1,704	1,915.20	12.39	33.00
1,620	1,902	2,127.60	11.86	31.33
1,800	2,100	2,340.00	11.43	30.00
2,000	2,320	2,676.00	11.03	28.80
2,300	2,650	2,930.00	10.57	27.39
2,400	2,760	3,048.00	10.43	27.00
2,600	2,980	3,284.00	10.20	26.31
2,900	3,310	3,638.00	9.91	25.45
3,200	3,640	3,992.00	9.67	24.75
3,500	3,970	4,346.00	9.47	24.17
3,800	4,300	4,700.00	9.30	23.68
4,600	5,180	5,644.00	8.96	22.70
5,200	5,810	6,298.00	8.40	21.12
5,600	6,230	6,734.00	8.09	20.25
6,000	6,650	7,170.00	7.82	19.50
6,500	7,175	7,715.00	7.53	18.69
7,000	7,700	8,260.00	7.27	18.00
7,500	8,225	8,805.00	7.05	17.40
8,000	8,750	9,350.00	6.86	16.88
8,500	9,275	9,895.00	6.68	16.41

¹ Percentages indicated reflect the aggregate of increases under Public Law 106 and the proposed amendment, but do not reflect within-grade increases or promotions.

Table I (above) shows results of a 36-18-9 percent pay-increase formula when applied to the Federal compensation rates as of June 30, 1945.

Mr. HICKENLOOPER. Mr. President, I wish to ask the Senator from California—

Mr. WHITE. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. I yield.

Mr. WHITE. If the Senator decides to start his speech this evening, I am wondering how long he is likely to proceed. It is now almost 5 o'clock. I do not know but perhaps the acting majority leader is now ready to move that the Senate take a recess.

Mr. HICKENLOOPER. Mr. President, I expect to cover this subject at some length. I expect to begin by giving a history of this type of legislation and lead up to where we are at the present time. I will consume some time. I have no objection, if it is desired, to have the matter go over until tomorrow.

Mr. HILL. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. I yield.

Mr. HILL. I believe that it is the wish of the distinguished chairman of the committee, the Senator from California [Mr. Downey], that the Senate proceed for a while longer. I think we might continue for a while and allow the Senator from Iowa an opportunity to begin his speech before we take a recess.

Mr. HICKENLOOPER. Very well.

Mr. President, I approach this point in the consideration of the pending bill with some confusion in my mind. The confusion is especially heightened because, as a member of the Committee on Civil Service, I have had a little to do with the proposed legislation, as well as the legislation which became effective last July 1.

At the outset it may be stated that we are dealing here with a very substantial sum of public money. The pending bill, in the form in which it is now before the Senate, involves a potential expenditure, in addition to the expenditures which we are now making for public salaries, of a sum somewhat in excess of \$1,000,-

000,000 a year. The bill does not specifically apply to any persons except those within the classified civil service. As I understand, the amount of money involved will be approximately \$600,-000,000 a year.

Most of the various documents now lying on the desks of Senators, and under various authorships, begin with the proponents of the measure in its present form prefacing much of the assumption of the cost of this bill as contained in their literature upon the premise or allegation that the number of employees on the Federal pay roll will have been reduced by next July to 2,000,000. The number of employees on the Federal pay roll today, considering those under the Wage Board, is between three and three and a half million. According to one statistical sheet which I have received and which was allegedly compiled from Government sources, the Federal pay roll for the fiscal year of 1945 is \$7,327,000,000. In any event, the amount is in excess of \$7,000,000,000.

While the pending bill applies only to those who are in the classified civil service, I think it has been amply demonstrated and admitted by both sides of the controversy that whatever is done for the classified civil-service employees will of necessity be extended to the public employees in other branches of the service until all the public employees will receive substantially the same percentage of increase that is provided for in the pending bill. Therefore, if the experience of the past means anything, I think we may say that, in this bill, we are dealing with a 20-percent increase across the board on \$7,000,000,000, because that is the 1945 fiscal pay roll.

I think it is fair to say that that amount has been reduced somewhat by small reductions in public personnel. But the figure still stands roughly at \$7,000,000,000 annually. If, during the course of public administration, because of the legislative attitude, and governmental pressure, we grant an increase to this great segment of the public employees, it is certain that the increase will be applied to the other segments as well. That will mean \$1,400,000,000 if the Government continues to employ substantially the same number of employees that it employs now.

Mr. DOWNEY. Mr. President—

The PRESIDING OFFICER (Mr. Taylor in the chair). Does the Senator from Iowa yield to the Senator from California?

Mr. HICKENLOOPER. I yield.

Mr. DOWNEY. I think the Senator is in error in his last statement, in that he has not taken into account the fact that practically all overtime has been done away with. In July the overtime, on an annual basis, was a billion, seven hundred million dollars. While the overtime was not nearly so great in the last fiscal year, when we had a total pay roll of over \$7,000,000,000, the doing away with overtime alone will reduce the total cost to the Government by approximately 25 percent.

Mr. HICKENLOOPER. I may say to the Senator from California, Mr. President, that at the same time we did away with the overtime, by the bill taking

effect the 1st of last July, we increased the pay of the classified employees, and I may say to the Members of the Senate that we are now preparing to increase the pay of postal employees in accordance with some general understandings which were had last spring, and that the increase effected by the bill which went into effect on July 1, amounted to 15.9 percent. So that the overtime that was taken away, decreasing the amount of actual dollars the employees received, was offset in great measure by the increase in base pay that was granted in the law which went into effect the 1st of July. The amount is still somewhere in the neighborhood of \$7,000,000,000. I think it is of little consequence, because I have at least five sets of statistics in my files, each compiled by allegedly capable and responsible governmental agencies, no two of which agree in their figures within about 7 percent. In addition to that, the committee of the Senator from Virginia on reduction of nonessential Federal expenditures has compiled statistics directly from Federal bureau and agency heads themselves, and those statistics do not coincide, accurate as the sources may be, with these other statistics, by a few percent. They all add up, however, to the fact that this pay-roll bill is going to cost somewhere between six and a half billion and seven billion dollars as it now stands. The measure proposed, in the form in which it is before the Senate at the moment, proposes a 20-percent increase to the classified employees, which will automatically, and in the very course of political and public events, be extended to the other employees of the Government. If it is given to the classified employees, it should be given to the other employees of the Government. Public morality and public responsibility would demand that that be done.

Mr. President, that is what we are dealing with, a bill involving increases in excess of a billion dollars a year, at a time when we have just ended the greatest financial and human effort this Nation and the world ever saw, and when we should be getting back to some kind of a basis of public and private financial sanity, when this Nation of ours, which has been built upon that principle, should go forward and reconstruct itself for that glorious tomorrow to which so much lip service is rendered, but to which so little support in the Halls of the Congress and in the minds of administrative officials apparently is being given.

Last spring the question of the pay of public employees was a very pertinent one. It was recognized that the public employees had not been given increases commensurate with the increases in similar lines of activity in other employments, that no substantial increase had been given to the employees since 1941, and that some consideration should be given to them. At that time we had hearings before the Committee on Civil Service. The Senator from California then, as now, was zealous to see that what he in his opinion thought was justice was done.

The committee had what I thought were some extremely harmonious meet-

ings. Serious attention was given to the subject, with a realization that there was a problem, and at that time, because of the restriction imposed by the Little Steel formula, the committee was confined within certain limits so as not to violate the 15-percent increase laid down in the Little Steel formula and the "hold the line" policy.

It was recognized at that time that the cost of living probably had risen in the neighborhood of 30 percent, because that was developed by the evidence, and there was no dispute about it, except in the case of private figures. There was no disputes as to the cost of living in governmental figures, those of the Civil Service Commission, and even of the employee groups themselves. Based on the limitation of the Little Steel formula and, with this knowledge of the increase in the cost of living, the committee did give an increase that amounted to approximately 15.9 percent in the aggregate.

I will say to the Senator from California that it was recognized at that time that probably a more substantial increase should have been given in order to bring the compensation of Federal employees up to a point that would meet the increase in the cost of living. But I shall have to dispute the statement of the Senator from California that it was understood, or agreed, or even contemplated at that time, that the increases later to be considered would bring the salaries up to a point above the cost of living increase. It is my recollection, though I have no particular record of private conversations at that time, that the general sense of the committee was that we should, sometime after the first of the year, when the restriction of the Little Steel formula should be removed, then seriously consider a readjustment of the Federal-pay scale, in an attempt reasonably to approach, under all conditions, the increased cost of living as a factor in the pay scale and pay roll of the Federal Government. The degree of the increase, or its amount, according to my recollection, was not specifically discussed, nor did I have any firm idea of what it might be. The bill went into effect the 1st of July, and it has been in effect since.

Mr. DOWNEY. Mr. President, will the Senator from Iowa yield?

Mr. HICKENLOOPER. I yield.

Mr. DOWNEY. I wonder if the Senator would allow me to interpolate that since that 16-percent raise was a graduated raise, it did raise those drawing above \$8,000 only to the extent of 9 percent of their basic salaries. I would like to have the record made complete.

Mr. HICKENLOOPER. I think that is entirely correct, but I may say that in considering the wage adjustment at that time, as I recall—and I cannot speak for any other member of the committee, and do not intend to commit any other member of the committee—the whole philosophy of that increase in salary was that neither at that time, nor in considering wage increases in the future, was a basic readjustment of Federal wages to be considered. Rather were we considering the human, equita-

ble readjustment of wages in this emergency period to meet the living costs, the living necessities created by the unusual situation of war, and all the economics that go with it.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. Yes.

Mr. DOWNEY. All I want to emphasize is that we did recognize at that time that the cost of living had increased approximately 30 percent. I personally believed then it was up 33 or 35 percent, but we used the figure 30 percent, which was then the official figure, and we were only giving a basic rate in the higher brackets of 9 percent, which, of course, resulted in the increase in the upper brackets still being something like 22 or 23 percent below the increased cost of living, which, of course, meant that much of an actual cut in real purchasing power.

Mr. HICKENLOOPER. Mr. President, I will come to that point in a moment. I say again that what I have stated was my understanding of the philosophy of the legislation passed at that time and of its intents and purposes and what we were trying to arrive at. It does little good at this time to say what this or that Member said, but there was a divergence of opinion in the committee, and yet I think a harmonious unity of opinion was reached eventually.

The Senator from Virginia [Mr. BYRD] and I, and I believe the junior Senator from Connecticut [Mr. HART], in trying to approach this problem made some suggestions about a graduated scale of increase. Because of the fact that the fiscal year began the 1st of July, the time was then so short that something had to be done rather drastically, and perhaps roughly, so far as any analytical studies were concerned. The proposal was therefore made, in order to meet this situation and so the increase could begin on the first of the fiscal year, that a 20-percent increase be given on the first \$1,200 of salary, with 10 percent on the overplus of \$1,200 to \$4,600, and that 5 percent on salaries over \$4,600 be given.

The theory of that increase, Mr. President, as I understand it—and certainly I will say, as I know I intended it—was that the impact of the cost of living in these days of unusual economic turmoil comes upon the necessities of life, comes upon the needed food, the needed clothing, the needed schooling, all the things that go into the necessities of life for the little man; and by the little man I mean the one in the low salary brackets, who spends from 90 to 100 percent of everything he can earn on the necessary costs of living. Everything he earns as a rule goes for food, clothing, shelter, medical supplies, and the other necessities of family life or individual life. Therefore, when the cost of living goes up beyond the point where he is normally able to meet it, it rises above the level of what he is already spending and he does not have the surplus money to meet it, nor does he have the excess salary to absorb it.

Let me show how it worked out. Under the legislation which became effective on the 1st of last July, the employee who was receiving \$1,200 was increased

to \$1,440, I believe. Will the Senator from California correct me if I am in error? I believe we fixed a minimum of \$1,500 in that measure.

Mr. DOWNEY. One thousand four hundred and forty dollars.

Mr. HICKENLOOPER. I have not read the law recently—that is, in the last few days—but it was my recollection that no salary was to be under \$1,500.

Mr. DOWNEY. One thousand four hundred and forty dollars became the minimum.

Mr. HICKENLOOPER. Anyway, the one who theretofore received \$1,200 received \$1,440, or a \$240 increase. Remember that we were giving this increase to meet the increased cost of necessities, the increased cost of living. It was not a basic wage adjustment. It was not made on the basis of a survey between grades in the public service to see whether this grade was getting the correct pay in comparison to that one, or a survey to evaluate the services and see whether the pay was too much or too little.

An employee who received \$1,200 was given a \$240 raise. On his salary above \$1,200 he received an increase of 10 percent on all the overplus of his salary up to \$4,600. That gave the employee who received \$4,000 \$220 on the first \$1,200 and 10 percent on the next \$2,800, or \$280 more. So he received an increase of somewhere between \$400 or \$500. That increase was a dollar increase. That increase was money in his pocket with which he could buy more food needed for his family, or with which he could buy food at higher prices.

The employee in the bracket from \$7,000 to \$7,500 received an increase of 6 or 7 percent—perhaps it was six and a fraction percent. The employee who received \$7,500 was given a 7.5 percent increase. Seven percent on \$7,000 is \$490. The employee whose salary was \$7,000 received roughly \$500 more in his pocket with which to pay for the necessities of living, the food and clothing which he and his family had to buy.

An employee who received a salary of \$9,000 was given an increase of \$640. He received 6.53 percent increase on his salary. He got a little bit more by way of increase than the employees whose salary was \$7,000, in order to meet the necessities of life.

This was not done to readjust the ratio in the pay scale between what he was doing, and what another employee down the line or up the line from him was doing, but to meet the cost of living, to meet the emergency situation, to meet the increased prices. That was the situation with respect to the measure which became effective July 1 last.

TRANSFER TO TEXAS OF LAND AND PERSONAL PROPERTY IN LIMESTONE COUNTY

Mr. O'DANIEL. Mr. President, will the Senator from Iowa yield to me?

Mr. HICKENLOOPER. I yield.

Mr. O'DANIEL. Mr. President, there is a bill on the calendar, S. 1471, Calendar No. 791, which should have immediate consideration, by reason of the fact that failure to pass the bill heretofore is delaying action in taking care of certain

incapacitated persons in the State of Texas. The bill has the approval of everyone concerned, including the Secretary of Agriculture. The bill was referred to the Committee on Agriculture and Forestry and was approved unanimously by the committee and was reported to the Senate. The urgency in the matter is due to the fact that the bill must go to the House of Representatives in order to be passed before Christmas. It concerns a parcel of land in Texas which is owned by a Texas corporation, which desires to transfer it to another Texas corporation under the control of the Board of Control, which handles all eleemosynary institutions in the State of Texas. These institutions are overcrowded, and the jails are filled with poor unfortunate individuals who cannot be taken care of properly.

Passage of the bill is necessary because the Texas corporation which originally owned the land transferred it to the Secretary of Agriculture, as a trustee, to hold in trust, for the purpose of rehabilitating farm families. The Secretary of Agriculture was unable to perform that function, and later the war came on and he permitted the use of the property for prisoner-of-war camps. Now it is unfit for the original purpose, and all parties concerned, including the War Department, the Surplus Property Custodian, the Public Health Service, the Department of Agriculture, and all members of the Committee on Agriculture and Forestry have agreed that the bill should be passed giving the Secretary of Agriculture permission to transfer the property to the State of Texas.

Mr. HILL. Mr. President, will the Senator yield?

Mr. O'DANIEL. I yield.

Mr. HILL. As I understand, the bill applies only to a piece of property in the State of Texas.

Mr. O'DANIEL. That is correct.

Mr. HILL. And the bill was unanimously reported by the Senate Committee on Agriculture and Forestry, and has the approval of the Department of Agriculture.

Mr. O'DANIEL. That is correct. It meets with entire approval.

Mr. SMITH. Mr. President, will the Senator yield?

Mr. O'DANIEL. I yield.

Mr. SMITH. I understand that the bill has been considered by all members of the committee, on both sides of the aisle, and that they all feel the same way about it.

Mr. O'DANIEL. That is true. I ask unanimous consent for the present consideration of the bill.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (S. 1471) to transfer certain land and personal property in Limestone County, Tex., to the State of Texas, acting by and through the State board of control.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the bill was considered, ordered to be engrossed for a third reading, read the third time and passed, as follows:

Be it enacted, etc., That the Secretary of Agriculture is hereby authorized and directed to transfer, convey, grant, and quitclaim unto Texas Rural Communities, for subsequent use by or transfer to the State of Texas, acting by and through the State Board of Control, for the benefit and rehabilitation of convalescent or handicapped residents of the State of Texas, all right, title, claim, interest, equity, and estate in and to the real and personal property comprising the Mexia Colony project of Farm Security Administration, Limestone County, Texas, presently administered by the Secretary of Agriculture as trustee under an agreement of transfer, dated October 31, 1939, with Texas Rural Communities.

SEC. 2. Such transfer by the Secretary of Agriculture shall be subject to any legal rights existing by virtue of any lease or other agreement by the Secretary, his successors or representatives, as such trustee.

SEC. 3. Any such transfer shall not be deemed to impose any liability upon the Secretary of Agriculture with respect to his obligations under such agreement of transfer of October 31, 1939.

Mr. O'DANIEL. I thank the Senator from Iowa for yielding.

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES

The Senate resumed the consideration of the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

Mr. HICKENLOOPER. Mr. President—

Mr. BYRD. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. For what purpose?

Mr. BYRD. Very few Senators are in the Chamber, and I should like to have more Senators hear the Senator's speech. Would it be in order to make the point of no quorum?

The PRESIDING OFFICER. Does the Senator yield for that purpose?

Mr. HILL. Mr. President, I hope the Senator will not make the point of no quorum at this time. It is now nearly half past 5. If it is agreeable to the Senator from California, I should like to move that the Senate proceed to the consideration of executive business.

Mr. DOWNEY. Mr. President, I believe that the Senator from Iowa is making a constructive and valuable statement on this subject. It ought to be heard by as many Senators as possible. I agree that it would be well to take a recess at this time, with the hope, at least, that more Senators may be present tomorrow to listen to the Senator from Iowa.

Mr. HILL. Mr. President, will the Senator from Iowa yield so that I may move that the Senate proceed to the consideration of executive business?

Mr. HICKENLOOPER. I yield.

EXECUTIVE SESSION

Mr. HILL. I move that the Senate proceed to the consideration of executive business.

The motion was agreed to; and the Senate proceeded to the consideration of executive business.

EXECUTIVE MESSAGES REFERRED

The PRESIDING OFFICER (Mr. TAYLOR in the chair) laid before the Senate

S. 1415

IN THE SENATE OF THE UNITED STATES

DECEMBER 13 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. BYRD, Mr. HICKENLOOPER, and Mr. HART to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, viz: On page 1, strike out lines 3 to 8, inclusive, and insert in lieu thereof the following:

1 That (a) the first sentence of section 405 (a) of the
2 Federal Employees Pay Act of 1945 is amended to read
3 as follows: "Each of the existing rates of basic compensation
4 set forth in section 13 of the Classification Act of 1923,
5 as amended, except those affected by subsection (b) of this
6 section, is hereby increased by 36 per centum of that part
7 thereof which is not in excess of \$1,200 per annum, plus
8 18 per centum of that part thereof which is in excess of
9 \$1,200 per annum but not in excess of \$4,600 per annum,
10 plus 9 per centum of that part thereof which is in excess
11 of \$4,600 per annum."

AMENDMENT

Intended to be proposed by Mr. BYRD, Mr. HICKENLOOPER, and Mr. HART to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

DECEMBER 13 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

79TH CONGRESS
1ST SESSION

S. 1415

IN THE SENATE OF THE UNITED STATES

DECEMBER 13 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. BYRD, Mr. HICKENLOOPER, and Mr. HART to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, viz: Beginning on page 1, line 9, strike out all down to and including line 16 on page 3 and insert in lieu thereof the following:

- 1 (b) (1) The proviso to the fifth paragraph under the
- 2 heading "Crafts, Protective, and Custodial Service" in sec-
- 3 tion 13 of the Classification Act of 1923, as amended, is
- 4 hereby amended to read as follows: "*Provided*, That char-
- 5 women working part time be paid at the rate of 88 cents
- 6 an hour, and head charwomen at the rate of 93 cents an
- 7 hour".

1 (2) Such section is amended so as to provide the fol-
2 lowing rates of compensation for positions in the clerical-
3 mechanical service:

4 Grade 1, 88 to 95 cents an hour.

5 Grade 2, \$1.01 to \$1.09 an hour.

6 Grade 3, \$1.17 to \$1.23 an hour.

7 Grade 4, \$1.31 to \$1.45 an hour.

8 (c) The increase in existing rates of basic compensa-
9 tion provided by this section shall not be construed to be an
10 “equivalent increase” in compensation within the meaning
11 of section 7 (b) (1) of the Classification Act of 1923, as
12 amended.

13 SEC. 2. Section 602 of the Federal Employees Pay Act
14 of 1945 is amended by inserting after the words “section 405
15 of this Act”, wherever they occur in such section, a comma
16 and the words “as amended”.

17 SEC. 3. (a) The first sentence of section 501 of the
18 Federal Employees Pay Act of 1945 is amended to read as
19 follows: “Except as provided in section 503, each officer and
20 employee in or under the legislative branch to whom this title
21 applies shall be paid additional compensation computed as
22 follows: thirty-six per centum of that part of his rate of basic
23 compensation which is not in excess of \$1,200 per annum,
24 plus 18 per centum of that part of such rate which is in ex-
25 cess of \$1,200 per annum but not in excess of \$4,600 per

1 annum, plus 9 per centum of that part of such rate which is
2 in excess of \$4,600 per annum.”

3 (b) The first sentence of section 521 of such Act is
4 amended to read as follows: “Each officer and employee in
5 or under the judicial branch to whom this title applies shall
6 be paid additional basic compensation computed as follows:
7 thirty-six per centum of that part of his rate of basic compen-
8 sation which is not in excess of \$1,200 per annum, plus 18
9 per centum of that part of such rate which is in excess of
10 \$1,200 per annum but not in excess of \$4,600 per annum,
11 plus 9 per centum of that part of such rate which is in excess
12 of \$4,600 per annum.”

13 SEC. 4. Section 603 (b) of the Federal Employees Pay
14 Act of 1945 is amended by inserting after the words “by
15 reason of the enactment of this Act” the words “or any
16 amendment thereto”.

AMENDMENT

Intended to be proposed by Mr. BYRD, Mr. HICKENLOOPER, and Mr. HART to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

DECEMBER 13 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

S. 1415

IN THE SENATE OF THE UNITED STATES

DECEMBER 13 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. DOWNEY to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, viz: Strike out all after the enacting clause down to and including line 16 on page 3 and insert in lieu thereof the following:

1 That (a) the first sentence of section 405 (a) of the
2 Federal Employees Pay Act of 1945 is amended to read
3 as follows: "Each of the existing rates of basic compensa-
4 tion set forth in section 13 of the Classification Act of
5 1923, as amended, except those affected by subsection (b)
6 of this section, is hereby increased by 40 per centum of
7 that part thereof which is not in excess of \$1,200 per
8 annum, plus 30 per centum of that part thereof which is
9 in excess of \$1,200 per annum."

1 (b) (1) The proviso to the fifth paragraph under the
2 heading "Crafts, Protective, and Custodial Service" in sec-
3 tion 13 of the Classification Act of 1923, as amended, is
4 hereby amended to read as follows: "*Provided*, That char-
5 women working part time be paid at the rate of 90 cents an
6 hour, and head charwomen at the rate of 97 cents an hour".

7 (2) Such section is amended so as to provide the fol-
8 lowing rates of compensation for positions in the clerical-
9 mechanical service:

10 Grade 1, 92 to 99 cents an hour.

11 Grade 2, \$1.07 to \$1.15 an hour.

12 Grade 3, \$1.23 to \$1.31 an hour.

13 Grade 4, \$1.38 to \$1.54 an hour.

14 (c) The increase in existing rates of basic compensa-
15 tion provided by this section shall not be construed to be
16 an "equivalent increase" in compensation within the mean-
17 ing of section 7 (b) (1) of the Classification Act of 1923,
18 as amended.

19 SEC. 2. Section 602 of the Federal Employees Pay Act
20 of 1945 is amended by inserting after the words "section
21 405 of this Act", wherever they occur in such section, a
22 comma and the words "as amended".

23 SEC. 3. (a) The first sentence of section 501 of the
24 Federal Employees Pay Act of 1945 is amended to read
25 as follows: "Except as provided in section 503, each officer

1 and employee in or under the legislative branch to whom
2 this title applies shall be paid additional compensation com-
3 puted as follows: Forty per centum of that part of his rate
4 of basic compensation which is not in excess of \$1,200 per
5 annum, plus 30 per centum of that part of such rate which
6 is in excess of \$1,200 per annum.”

7 (b) The first sentence of section 521 of such Act is
8 amended to read as follows: “Each officer and employee in
9 or under the judicial branch to whom this title applies shall
10 be paid additional basic compensation computed as follows:
11 Forty per centum of that part of his rate of basic compensa-
12 tion which is not in excess of \$1,200 per annum, plus 30
13 per centum of that part of such rate which is in excess of
14 \$1,200 per annum.”

15 (c) Sections 502 and 522 of such Act are hereby re-
16 pealed.

17 SEC. 4. Section 603 (b) of the Federal Employees Pay
18 Act of 1945 is amended by inserting after the words “by
19 reason of the enactment of this Act” the words “or any
20 amendment thereto”.

AMENDMENT

Intended to be proposed by Mr. DOWNER to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

DECEMBER 13 (legislative day, OCTOBER 29), 1945
Ordered to lie on the table and to be printed

IN THE SENATE OF THE UNITED STATES

DECEMBER 13 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

AMENDMENTS

Intended to be proposed by Mr. MORSE to the bill (S. 1415)
to increase the rates of compensation of officers and em-
ployees of the Federal Government, viz: On page 2, strike
out lines 21 and 22 and insert in lieu thereof the following:

- 1 (c) Section 502 of such Act is hereby repealed. '
- 2 (d) Section 522 of such Act is hereby amended to
- 3 read as follows:
- 4 "ADDITIONAL COMPENSATION FOR CLERKS AND CHIEF
- 5 DEPUTY CLERKS OF COURTS OF THE UNITED STATES
- 6 "SEC. 522. Each clerk and each chief deputy clerk of
- 7 any court of the United States shall be paid additional
- 8 compensation at the rate of \$900 per annum."

79TH CONGRESS
1ST SESSION

S. 1415

AMENDMENTS

Intended to be proposed by Mr. Morse to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

DECEMBER 13 (legislative day, OCTOBER 29), 1945
Ordered to lie on the table and to be printed

79TH CONGRESS
1ST SESSION

S. 1415

IN THE SENATE OF THE UNITED STATES

DECEMBER 14 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. DOWNEY to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, viz: Strike out all after the enacting clause down to and including line 16 on page 3 and insert in lieu thereof the following:

1 That (a) the first sentence of section 405 (a) of the
2 Federal Employees Pay Act of 1945 is amended to read
3 as follows: "Each of the existing rates of basic compensa-
4 tion set forth in section 13 of the Classification Act of
5 1923, as amended, except those affected by subsection (b)
6 of this section, is hereby increased by 40 per centum of
7 that part thereof which is not in excess of \$1,200 per

1 annum, plus 30 per centum of that part thereof which is
2 in excess of \$1,200 per annum.”

3 (b) (1) The proviso to the fifth paragraph under the
4 heading “Crafts, Protective, and Custodial Service” in sec-
5 tion 13 of the Classification Act of 1923, as amended, is
6 hereby amended to read as follows: “*Provided*, That char-
7 women working part time be paid at the rate of 90 cents an
8 hour, and head charwomen at the rate of 97 cents an hour”.

9 (2) Such section is amended so as to provide the fol-
10 lowing rates of compensation for positions in the clerical-
11 mechanical service:

12 Grade 1, 92 to 99 cents an hour.

13 Grade 2, \$1.07 to \$1.15 an hour.

14 Grade 3, \$1.23 to \$1.31 an hour.

15 Grade 4, \$1.38 to \$1.54 an hour.

16 (c) The increase in existing rates of basic compensa-
17 tion provided by this section shall not be construed to be
18 an “equivalent increase” in compensation within the mean-
19 ing of section 7 (b) (1) of the Classification Act of 1923,
20 as amended.

21 SEC. 2. Section 602 of the Federal Employees Pay Act
22 of 1945 is amended by inserting after the words “section
23 405 of this Act”, wherever they occur in such section, a
24 comma and the words “as amended”.

25 SEC. 3. (a) The first sentence of section 501 of the

1 Federal Employees Pay Act of 1945 is amended to read
2 as follows: "Except as provided in section 503, each officer
3 and employee in or under the legislative branch to whom
4 this title applies shall be paid additional compensation com-
5 puted as follows: Forty per centum of that part of his rate
6 of basic compensation which is not in excess of \$1,200 per
7 annum, plus 30 per centum of that part of such rate which
8 is in excess of \$1,200 per annum."

9 (b) The first sentence of section 521 of such Act is
10 amended to read as follows: "Each officer and employee in
11 or under the judicial branch to whom this title applies shall
12 be paid additional basic compensation computed as follows:
13 Forty per centum of that part of his rate of basic compensa-
14 tion which is not in excess of \$1,200 per annum, plus 30
15 per centum of that part of such rate which is in excess of
16 \$1,200 per annum."

17 SEC. 4. Section 603 (b) of the Federal Employees Pay
18 Act of 1945 is amended by inserting after the words "by
19 reason of the enactment of this Act" the words "or any
20 amendment thereto".

AMENDMENT

Intended to be proposed by Mr. Downey to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

DECEMBER 14 (legislative day, October 29), 1945
Ordered to lie on the table and to be printed.



DIGEST OF PROCEEDINGS OF CONGRESS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE
(Issued December 18, 1945, for actions of Monday, December 17, 1945)

(For staff of the Department only)

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HIGHLIGHTS: House conferees appointed on 1st deficiency and full-employment bills. House passed bill to permit postponement of crop reports. House committee reported bill to liquidate rural-rehabilitation projects. House received conference report on bill to liberalize GI loans. Senate debated Federal pay and UNRRA authorization bills. President approved UNRRA-appropriation measure.

HOUSE

1. FIRST DEFICIENCY APPROPRIATION BILL, 1946. Reps. Cannon, Woodrum, Ludlow, Snyder, O'Neal, Rabaut, Johnson, Taber, Wiglesworth, Dirksen, and Engel were appointed conferees on this bill, H.R. 4805 (p. 12385). Senate conferees were appointed Dec. 15.
2. FULL * EMPLOYMENT BILL. Reps. Manasco, Cochran, Whittington, Hoffman, and Bender were appointed conferees on this bill, S. 380 (p. 12380). Senate conferees were appointed Dec. 15.
3. GI BILL AMENDMENTS. Received the second conference report on this bill, H.R. 3749 (pp. 12380-5). As reported the bill increases to 10 years the time within which applications may be made for loans and provides that such applications be approved in advance by the Veterans' Administration; limits amortization on real estate loans to 25 years, except in the case of farm realty which shall be 40 years; and eliminates requirement for review of proposed regulations by the Senate Finance and House World War Veterans' Legislation Committees. (For other items see Digest 197.)
4. COTTON STATISTICS. Passed without amendment H.R. 4769, to permit postponement of crop reports when issue date falls on a non-work day (p. 12387).
5. RURAL REHABILITATION. The Agriculture Committee reported with amendments H.R. 2501, to authorize the Secretary of Agriculture to continue administration of and ultimately liquidate Federal rural rehabilitation projects (H. Rep. 1453) (p. 12413).
6. FUR-BEARING ANIMALS. Passed over, on objection of Rep. Cole, N.Y., H.R. 2115, to transfer fur-bearing animal activities to this Department (p. 12389).

7. HOUSING; VETERANS. The Rules Committee reported a resolution for the consideration of S.J.Res. 122, to authorize additional appropriations to provide housing for veterans (p. 12385).
8. FORESTRY. Concurred in the Senate amendment to H.R. 608, to exclude certain lands in Deschutes County, Oreg., from the provisions of R.S. 2319-37 so as to provide recreational areas (p. 12385). This bill will now be sent to the President.
9. PUBLIC LANDS. The Agriculture Committee reported without amendment H.R. 4319, to transfer FSA land and property in Limestone County to Tex. (H.Rept. 1454) (p. 12413).
10. PERSONNEL. Passed as reported S. 405, to amend the Civil Service Retirement Act so as to provide that an employee may elect to receive full credit for his military service toward retirement (pp. 12389-90).
Passed over, at the request of Rep. Cole, N.Y., S. 102, to provide for counting military service of certain Legislative-Branch employees in determining eligibility for civil-service status under the Civil Service Classification Act (p. 12389).
Passed as reported S. 576, to eliminate the 1-year time limit within which incumbents of positions covered into the classified service may be recommended for classification (p. 12390).
Passed over, on objection of Rep. Barden, N.C., H.R. 1118, to amend the Hatch Act so as to authorize CSC to determine penalties for violation of such Act (p. 12390).
Received CSC's draft of proposed legislation to grant additional basic authority to CSC. To Civil Service Committee. (p. 12412.)
Received CSC's draft of proposed legislation to amend the "Act to prevent purchase and sale of public office." To Judiciary Committee. (p. 12413.)
11. UNO BILL. The Rules Committee reported a resolution for the consideration of this bill, S. 1580 (p. 12401). Rep. Stewart, Okla., spoke commending the SCS programs and their international importance (pp. 12405-7).
12. FEDERAL TRADE COMMISSION. Received FTC's report on resale price maintenance. To Interstate and Foreign Commerce Committee. (p. 12412.)
13. SURPLUS PROPERTY. Received State Department's draft of proposed legislation to amend the Surplus Property Act to designate that Department as disposal agency for surplus property outside the continental U.S. To Expenditures in the Executive Departments Committee. (p. 12412.)
14. CLAIMS. Passed over, on objection of Rep. Cole, N.Y., H.R. 181, to provide for adjustment of certain tort claims against the U.S. and confer jurisdiction in respect thereto on U.S. district courts (p. 12387).
15. RECLAMATION. Passed without amendment H.R. 1689, to authorize Interior to purchase improvements or pay damages for removal of improvements on U.S. lands on the Boise Reclamation Project (p. 12389).

SENATE

16. FEDERAL PAY BILL. Continued debate on this bill, S. 1415, to increase Federal salaries by 20% (pp. 12321-4, 12327-30). Sen. Downey, Calif., compared present Federal salaries with the increased cost of living.
17. UNRRA AUTHORIZATION. Began debate on H.R. 4649, to increase the appropriation authorization for UNRRA by \$1,350,000,000. (pp. 12335-44).

o'clock. At that time I am going to call for the regular order.

Mr. BARKLEY. Of course, the Senator from California or any other Senator has the right to call for the regular order at any time, but I had hoped, inasmuch as we entered into an agreement the other day to take up the concurrent resolution and dispose of it today, that no technicality would be interposed to prevent that being done.

I wish to say a few things and will try to make them as brief as possible.

The Senate understands my position about this resolution, and the Committee on Foreign Relations also understands it. Long before I ever raised my voice in behalf of an independent nation in Palestine, long before I ever realized that there really was a problem, I formed a devoted friendship for a man, born and reared in my State, whom I regarded as one of the great Americans. He lived in Kentucky in his early youth and became a great lawyer and a great public servant before he was ever given any official position. Then he was appointed to the Supreme Court of the United States, where he rendered outstanding service, and took his place among the great justices of that court. I refer to Mr. Justice Brandeis. I used to sit with him and listen to him talk about the problem of the Jew and the problem of Palestine. I visited Palestine some 10 or 12 years ago, and I could not help but contrast what it looked like then with the description I used to get of it when, as a boy, I attended Sunday school where it was referred to as the land of milk and honey. It was far from a land of milk and honey in 1930 or 1935.

I shall not go into the long history of Palestine. It is, or was, the cradle of two religions, at least, the Jewish religion and the Christian religion, and it is now my belief, as it has always been, that if priority of occupation should have any right to consideration the Jew was entitled to prior consideration from the standpoint of sentiment, emotion, and history.

It is true that the Arab came in, and the Turks and various others conquered Palestine in time immemorial, so far back that the mind of man scarcely runneth to the contrary, but that has no bearing upon the original history of Palestine and Israel. When World War I was in progress the Turkish Government, which controlled Palestine and all that part of the Near East, was lined up on the side of the Central Powers, Germany and Austria-Hungary. Turkey never became very active, but her sympathies were with Germany and the Austria-Hungary monarchy.

During the progress of the war, in 1917, the Balfour Declaration was promulgated by Lord Balfour, then Arthur Balfour. I have forgotten the exact date of the declaration, but it was not very far removed from the date of our entry into the war, the 6th of April 1917.

The Balfour Declaration has been endorsed by every President of the United States from that time to this. It was endorsed by the British Government, of course, and it was endorsed by the Mandate Commission of the League of Nations, and when the so-called white paper was promulgated in 1939, that document

was unanimously rejected by the Mandate Commission of the League of Nations.

It has always been my understanding that the Balfour Declaration contemplated that immigration should be allowed into Palestine, looking forward to a time when the Jews would be a majority of the people, and when they should become a majority of the people, there was to be an independent commonwealth. That did not mean that everyone else was to be driven out.

Mr. WALSH. Mr. President, will the Senator from Kentucky permit a suggestion?

Mr. BARKLEY. I yield.

Mr. WALSH. In view of the observation made by the Senator from California that he intends to ask for the regular order at a quarter past 1, and several Senators desire to speak on the Palestine resolution, I suggest that a vote be immediately taken so that the resolution may be adopted before a quarter after 1.

Mr. BARKLEY. I am hoping that the Senator from California will modify his suggestion about calling for the regular order at a quarter after 1, because there are a few Senators who desire to say something about the concurrent resolution, and I think both the resolution and the bill of which the Senator from Texas has charge will be out of the way by the middle of the afternoon, and the Senator can then have his pay bill resumed.

Mr. DOWNEY. Mr. President, will the Senator from Kentucky yield?

Mr. BARKLEY. I yield.

Mr. DOWNEY. Of course, the Federal pay bill was on the Senate floor long before this resolution and the UNRRA bill were, and hundreds of thousands of people, even millions, are vitally interested in it, I think probably more interested in it than in these other matters.

I may say that if there can be a unanimous-consent agreement to vote on the Palestinian measure at 1:30 o'clock, and thereafter vote on the UNRRA bill at 2 o'clock, I shall not press whatever rights I may or may not have.

Mr. HART. Mr. President, will the Senator from Kentucky yield?

Mr. BARKLEY. I yield.

The PRESIDENT pro tempore. Is the suggestion of the Senator from California in the form of a unanimous-consent request?

Mr. DOWNEY. Yes.

The PRESIDENT pro tempore. Is there objection?

Mr. BARKLEY. It is nearly a quarter after 1 now.

Mr. DOWNEY. I may say to the distinguished leader that I had a clear understanding—

Mr. BARKLEY. That we vote at 2 o'clock on the Palestine resolution?

Mr. DOWNEY. No; at 1:30 on the Palestine resolution, and at 2 o'clock on the UNRRA resolution. I may say that I had a clear understanding with the Senator from New York that if he was not through by a quarter after 1, we should proceed with our Federal pay bill.

Mr. BARKLEY. I was not aware of such an understanding as that. I did not know the Senator was to call the pay bill up at a quarter past 1. I do not wish to

take any time so as to deprive the Senate of the right to vote, and if we can get a vote now I am ready to yield the floor, but I am not going to yield the floor now and deny myself the opportunity to say a few other things I had in mind if nothing is to be accomplished.

Mr. HART. Will the Senator yield?

The PRESIDENT pro tempore. The Senator from Kentucky yielded to the Senator from California, and while yielding to him the Senator from California asked unanimous consent that the Palestine resolution be voted on at 1:30 o'clock and that the UNRRA bill be voted on at 2 o'clock. Is there objection?

Mr. HART. I object.

The PRESIDENT pro tempore. Objection is heard.

Mr. LUCAS. A parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. LUCAS. May I ask the President of the Senate what are the orders and what are the arrangements which have been made with respect to the Palestine resolution?

The PRESIDENT pro tempore. The Palestine resolution is before the Senate by unanimous consent, granted December 13, the Chair is informed.

Mr. LUCAS. Does that mean that after we have agreed to take up the Palestine resolution any Senator may demand the regular order, while we are debating it?

The PRESIDENT pro tempore. That is the ruling of the Chair.

Mr. BARKLEY. Mr. President, I wonder if it is possible to get any sort of an agreement about voting.

Mr. HART. Will the Senator yield?

Mr. BARKLEY. I yield.

Mr. HART. I have an amendment to the Palestine resolution I wish to offer, and I should like to have about 15 minutes to explain it, when the time comes to offer it.

Mr. BARKLEY. Mr. President, obviously it is impossible to get any agreement, and if the Senator from California desires to call for the regular order, it is now a quarter after 1, and he is at liberty to do so.

Mr. DOWNEY. Mr. President, I call for the regular order.

The PRESIDENT pro tempore. Does the Senator yield to the Senator from California?

Mr. BARKLEY. I yield.

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES

The Senate resumed the consideration of the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

Mr. O'MAHONEY. Before the Senator yields, may I ask him a question?

Mr. BARKLEY. I yield if I can. It is now past the time limit.

Mr. O'MAHONEY. I am sure the Senator from California will not object. My purpose in rising was to ask the majority leader and the minority leader whether in their opinion it would be possible to secure a definite understanding that the Palestine resolution shall be voted on some time this afternoon, say at 2 o'clock.

Mr. BARKLEY. The suggestion I had in mind, and I thought I made it to the

Senator from California a while ago, was that the Senate vote on it at 2 o'clock, and I was going to follow that with the suggestion that we vote on the UNRRA bill at not later than 3 o'clock. I do not know how much time will be taken on the UNRRA measure, but no grate amount of time will be lost to the pay bill by putting off the votes on other matters until 2 and 3 o'clock, respectively.

The PRESIDENT pro tempore. Does the Senator from Kentucky make that as a request at this time?

Mr. BARKLEY. Yes; I incorporate it in a request.

The PRESIDENT pro tempore. Is there objection?

Mr. REVERCOMB. Will the Chair state the request?

The PRESIDENT pro tempore. The request is that the Senate vote on the Palestine resolution at 2 o'clock, and on the UNRRA bill at 3 o'clock. It will require a quorum call.

Mr. BARKLEY. I will agree to take not more than five more minutes.

Mr. WHITE and Mr. MORSE addressed the chair.

The PRESIDENT pro tempore. Does the Senator from Kentucky yield; and if so, to whom?

Mr. BARKLEY. I yield to the Senator from Maine.

Mr. WHITE. Reserving the right to object, I may say that no one is more anxious than I to see the Palestine matter disposed of, and also to see passed the UNRRA bill, on the passage of which the appropriation recently made is contingent.

The Senator from Connecticut has advised us that he has an amendment to offer to the Palestine resolution, and he thinks it will take 15 minutes for him to express his views concerning the amendment. I wish to be assured in some way that the Senator from Connecticut will have an opportunity to present the amendment and to discuss it, and that he will not be precluded by an agreement now as to a time for a vote on the resolution.

Mr. BARKLEY. If I can accommodate the Senator from Connecticut by yielding the floor instantaneously, and hoping that the Chair will recognize him for the offering of his amendment, I shall be glad to do that.

Mr. HART and Mr. MORSE addressed the chair.

The PRESIDENT pro tempore. The Senator from Kentucky has the floor. Does the Senator yield to the Senator from Connecticut?

Mr. BARKLEY. If an agreement is entered into, I shall of course yield the floor at once.

Mr. HART. Mr. President, I am confused about this agreement. I merely wish to present my amendment and to explain it for 15 minutes. Whether I can conclude my remarks by a certain time depends on when I get started. I am ready now.

Mr. BARKLEY. If the agreement is entered into, I shall yield the floor and let the Senator proceed.

The PRESIDENT pro tempore. Is there objection to the original request?

Mr. MORSE. The Senator from Oregon objects.

The PRESIDENT pro tempore. Objection is heard.

Mr. DOWNEY. Mr. President, I shall occupy the Senate floor at this time for perhaps only 10 or 15 minutes. I think that if Senators could but once be made to understand the critical and unhappy condition of the Federal employees, they would begin to take an anxious interest in them, just as they are taking an anxious interest in helping people in Europe and in Palestine. Apparently no one is very much concerned about expediting the Federal pay bill.

I think a majority of the Senate has been convinced that Federal workers receiving less than \$1,800 a year or less than \$200 a month, are in rather critical condition. The distinguished Senator from Iowa [Mr. HICKENLOOPER] in his last argument endeavored to convince the Senate that the increased cost of living had not disturbed the workers receiving the higher incomes. I have prepared for the Senate a typical budget of a Federal worker receiving \$5,390 a year.

Mr. HICKENLOOPER. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. HICKENLOOPER. I fear that the Senator is misinterpreting what I said. I do not have the RECORD before me, but I believe I said, or I intended to say, that the impact of the increased cost of living does not affect the worker in the high brackets to the extent that it does the worker in the low brackets; that in the low brackets practically 100 percent of the worker's income goes for necessities; that as the bracket of pay becomes higher a lesser percentage of the worker's pay goes for necessities. I do not know what statistics the Senator now has, but I still think that statement of mine is substantially true, so far as the rank and file of workers are concerned.

Mr. DOWNEY. If I misinterpreted the declaration of the Senator from Iowa, Mr. President, I regret it. However, he has made his own explanation, and Senators realize what it is.

I wish to say that while this particular budget contains some unusual circumstances, every budget has in it unusual circumstances, but in its general result it is representative of the very desperate conditions of Federal workers in the upper brackets.

I should like to read this statement of the budget of a Government employee, and I might say that the particular man who gave me this story happens to be a very conservative Republican, and it is a typical story. This particular Republican has a very high regard for the distinguished senior Senator from Ohio [Mr. TAFT] and was much shocked at the Senator's statement that he knew many men in the Government service who were receiving \$5,000 a year but were not worth more than \$1,500. This man says that in his opinion, from his own knowledge of his associates, the Senator's statement is totally erroneous, and injurious to public morale. I read the statement:

ANOTHER SAD STORY OF ANOTHER SAD
GOVERNMENT WORKER

This worker entered Government employment during 1942 at an annual salary of \$4,600, having worked previously in a fi-

nancial house outside Washington. Since then the basic increase of July 1, 1945, raised his compensation to \$5,180 annually and he has had one within grace promotion bringing him to his present compensation of \$5,390.

He is 40 years of age, has a wife and three daughters and is carrying insurance chiefly for their protection and the education of the latter at a monthly cost of \$60 or an annual cost of \$720.

Entire family enjoys good health but wife and daughters have required some medical, dental, and optical services during each year while in Washington at an average annual cost of about \$175.

Worker first rented a home in Washington and then was ejected because of its sale and to secure place to live paid \$11,500 for a home worth about \$8,000 at January 1, 1941, prices, an increase of over 40 percent its then value. Two thousand dollars down payment was made on purchase price and contract of purchase will now require about 10 years to pay out and monthly cost of principal, interest, insurance, taxes, and upkeep approximates \$125 a month, or \$1,500 yearly. Furniture is still being purchased for new home.

Since entering Government service, the worker has been purchasing war bonds at the rate of about \$500 annually and has disposed of his automobile for approximately \$1,500. Bond purchases do not appear in budget.

In 1939 and 1940 worker paid no income tax while his payment for 1945 will amount to \$617.50.

The percentage disbursements for food, clothes, transportation, furniture, medical care, and laundry all follow about the normal pattern for workers in this income group.

The items included under miscellaneous cover movies and recreation, Christmas gifts, drugs, magazines and newspapers, travel and entertainment, and spending money for three daughters, two in high school and one in grammar school.

Worker is now financing deficit by borrowing on insurance policy and by cashing bonds. He regards his financial future with dismal foreboding.

This is his budget:

1945 Budget Federal worker, Washington,
D. C.

Salary.....	\$5,390.00
Deficit.....	1,971.00
Increased cost of living.....	1,532.00
Increased taxes.....	617.50

Let us run over the items of this budget which I say are typical—and I am so told by the Bureau of the Budget.

First. Food. Annual current cost \$1,320. Percentage increase over 1941, 42 percent. Approximate annual additional cost over 1941, \$390.

I want to emphasize to the Senator from Iowa that a Federal worker in the United States, wherever he is, could have bought the same amount of food for \$390 less in 1941 than he can now buy it.

Mr. HICKENLOOPER. Mr. President—

The PRESIDING OFFICER (Mr. MEAD in the chair). Does the Senator from California yield to the Senator from Iowa?

Mr. DOWNEY. I yield.

Mr. HICKENLOOPER. According to the Government statistics he can still buy the same amount of food in the United States for approximately 30 percent over the \$500 to which I understood the Senator to refer, and not \$1,320 which is carried in this—what I consider to be an outlandish and exorbitant budget, and

clearly beyond the means of a man who is receiving \$5,000 a year.

Mr. DOWNEY. Perhaps the distinguished Senator does not understand the budget, or I do not understand him. The total expenditure for food of a family of five is \$1,320 a year, or \$110 a month, and I might say the typical expenditure for food considered necessary for a family in that bracket is about \$100 more than that a year. Does the Senator say a family of five should live on \$500 a year for food allowance?

Mr. HICKENLOOPER. Mr. President, will the Senator again yield?

Mr. DOWNEY. I yield.

Mr. HICKENLOOPER. I was merely replying to what I understood the Senator to say, that the same amount of food which cost \$1,320 in this budget could have been bought before the war for some three or four hundred dollars.

Mr. DOWNEY. No, no, Mr. President. It could have been bought for \$390 less. In other words, the extra cost for this same amount of food is \$390.

Item No. 2: Purchase of home, at price 40 percent above 1941 prices. It is true that only a portion of the Government workers have to buy homes at exaggerated prices, but those who do are generally men with two or three or four or five children who could not find apartments, and they have been caught in many cases for a 50-percent increase over the true value of the home as measured by 1941 prices. This worker has a much more sorry tale to tell than is told here. When he came to Washington he had to go to a hotel and live for a month or two at very high cost. Then he found a house and moved into it. He was later ejected by someone who bought the house. Then he went back to a hotel, and then was compelled to buy a house. As a matter of fact, I find a substantial percentage of the workers having large incomes and large families who could only procure accommodations by paying from 25 to 50 percent more for homes than they would have had to pay in 1941. This worker has paid \$2,000 on his home and is now paying for it over a 10-year period at the rate of about \$125 a month. In other words, on this item he is caught with slightly more than a 40-percent increase over 1941. He has been buying some furniture for the new home at a cost of \$600 for the past year. That cost is up 46 percent. The cost of medical, dental, and optical treatment has increased approximately 40 percent. The cost of heat, light, gas, garbage disposal, and telephone has increased slightly. The cost of laundry and dry cleaning has increased 30 percent; and the cost of other items has increased as indicated in the budget. These items cost this worker a total of \$1,532 more than they would have cost him on January 1, 1941.

He could have surmounted that obstacle, but on top of that the Government requires him to pay income taxes of \$1,617. He is carrying an insurance program which costs him \$60 a month, and he must pay more than \$250 for a retirement annuity.

In addition, like approximately one-third of the people of the United States, he is supporting his parents. He had

been contributing \$25 a month for the support of his parents, and a brother had been contributing a like amount. Because of the increased cost of living he had to increase the contribution to his father and mother by \$10, so the cost of that item is up 40 percent.

I am not pleading for any sympathy for this particular Federal worker. The truth is that because of an increase in the cost of living of 30 or 35 percent, and because of a 20 or 25 percent income tax upon salaries in the upper brackets, workers in the upper brackets have had their buying power cut almost in half. Does any Senator believe that a man who has created a standard of living commensurate with an income of \$5,000 or \$6,000 can easily accommodate himself to a standard of \$2,500 or \$3,000? If so, he deals differently with the values of life than I do.

Mr. HICKENLOOPER. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. HICKENLOOPER. I have just had laid on my desk the budget which the distinguished Senator from California is discussing. I notice that at the bottom of the column he comes to the conclusion that there is a deficit in this man's budget of \$1,971. From a hasty examination of the budget within the past few minutes I notice an item of \$1,500 a year for the purchase of a home. That is a saving. I notice an item of \$600 for furniture, which is counted in the annual budget. That is a capital investment, as is the purchase of the home. I notice an item of \$720 for insurance. That is item No. 11. That is a capital investment, or a saving.

Item No. 13 is retirement contribution. That item amounts to \$269, and it is counted in the budget. It is certainly a capital investment or saving.

Those four items in the budget total \$3,089, which is approximately \$1,100 more than the deficit. So the capital investment, even counting the deficit, would show an accumulation to this man from that budget of \$1,100.

I have not had an opportunity to examine the budget minutely, but I merely call attention to the fact that in the budget which the Senator from California is discussing there are many items of capital investment and capital savings which I feel are not quite apropos to the argument as to what the increased cost of living has done to Federal workers.

Mr. DOWNEY. I know that the Senator is inadvertently grossly inaccurate in his statement. There is an item here of \$1,500 for the purchase of a home. Certainly some of that payment is on the principal, but the major part goes for taxes, insurance, and upkeep. Of course, the item of principal is balanced by the depreciation of his house.

The Senator has entirely overlooked the real point. I am not appealing for sympathy for this particular worker. What I am trying to show the Senator by that item is that the cost of the home is 40 percent more than it would have been on January 1, 1941. The total increased cost of living, including income taxes, is \$2,149. That is just about the

amount of the deficit established by this budget. Surely some of his expenditures are for insurance, and he is gaining some headway in the purchase of his home. But the probability is that after he shall have paid on his home for 5 years, he will not then be able to sell it for as much as he will still owe on the home 5 years from now, because by that time we expect that the value of the home will have gone down, not to \$8,000 but probably \$5,000 or \$6,000.

Mr. President, the point I desire to make is this: A man with an income of \$5,000, \$6,000, \$7,000, or \$8,000 a year cannot have 20 percent of his income taken away in income taxes, have his cost of living increased by 30 or 35 percent, and his real purchasing power cut in half without being thrown into desperate straits. This worker is now running behind his income of 1941 by more than \$2,000 a year, although he now has an income of \$5,390.

Mr. CONNALLY. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. CONNALLY. I know how generous and considerate the Senator is. Will not the Senator from California let us go ahead and act on the concurrent resolution and the UNRRA bill, and then take up his bill?

Mr. DOWNEY. Why does not the Senator ask unanimous consent for the passage of the UNRRA bill? I believe that every Senator is in favor of it.

Mr. CONNALLY. Some Senator might object.

Mr. DOWNEY. I do not think any Senator would object. I believe that if the Senator were to ask unanimous consent to have the bill passed, it would be passed.

Mr. WAGNER. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. WAGNER. I believe that the same statement is true with reference to the Palestine resolution. An amendment may be proposed, but aside from that I think it would be passed almost unanimously.

Mr. CONNALLY. Mr. President, I am not acting through any spirit of obstruction in regard to the bill of the Senator from California; but I believe that he would gain time if he would let us get these other matters out of the way. The minds of Senators are disturbed about all these questions, and they are not giving the Senator from California the attention which his remarks justify, and to which he is entitled.

Mr. DOWNEY. Mr. President, I am accustomed to that experience, so I am not unduly worried.

Mr. CONNALLY. If that is the usual situation, I should like to offer the Senator a diversion and show him that we can listen to him. He can understand that, with Senators on the qui vive with regard to the other two measures, they cannot give him the proper attention.

Mr. DOWNEY. Let me suggest to the distinguished Senator that with his prestige and diplomacy, if he could undertake, while I am speaking, to obtain a

unanimous-consent agreement to vote on these various measures which would be satisfactory to all Senators, I should be very happy. Apparently the junior Senator from Oregon [Mr. MORSE] has a speech which he wishes to make. I do not know on which of the measures he wishes to speak, or for how long he expects to address the Senate.

Mr. CONNALLY. Mr. President, will the Senator yield so that I may propound a unanimous-consent request?

Mr. DOWNEY. Yes.

Mr. CONNALLY. I ask unanimous consent that the Senate proceed to vote on the Palestine resolution at a quarter to 3, and on the UNRRA bill at 3:30.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. WHITE. A moment ago I stated that I was anxious to see both those measures disposed of, and I have no objection, and shall voice no objection, to the request that the UNRRA legislation, which came from the Foreign Relations Committee, may be promptly disposed of. I am compelled to ask assurance that the Senator from Connecticut [Mr. HART] be given an opportunity to offer his amendment to the Palestine resolution and to speak in explanation of that amendment. If that assurance can be given, so far as I am concerned there will be no objection to considering either measure.

Mr. CONNALLY. Let me say to the Senator that that arrangement would allow a little more than an hour for the consideration of the Palestine resolution. I assume that the Senator from Connecticut would be recognized. I wish to speak for 5 or 6 minutes on the Palestine resolution. Other than that, I do not know of any extended speeches.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. BYRD. I would be willing to agree to set an hour to vote on the pay bill. We have three measures pending before the Senate. It may be that we can fix an hour to vote on all of them.

Mr. DOWNEY. I would be very happy to do so. I would be willing to make an agreement to postpone consideration of the pay bill until tomorrow, upon the consideration that we begin to vote not earlier than 4 o'clock, the time between 12 and 4 to be equally divided between the proponents and the opponents of the bill.

Mr. BYRD. Mr. President, the proposal of the Senator is that the pay bill, together with all amendments thereto, be voted on not later than 4 o'clock tomorrow, as I understand.

Mr. DOWNEY. Yes, and that the time between 12 and 4 o'clock tomorrow be spent without interruption on consideration of the pay bill and that the division of the time between the proponents and the opponents be handled by the Senator from Virginia, if that is satisfactory.

Mr. BYRD. Mr. President, I should like to be associated with the Senator from Iowa [Mr. HICKENLOOPER] and the Senator from Connecticut [Mr. HART]. We are patrons of the same amendments.

Mr. HICKENLOOPER. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. HICKENLOOPER. I am heartily in favor of fixing a time for the Senate to vote on the pay bill. I may call the attention of the Senate to the fact that the Senator from California has occupied a total of perhaps 4 hours or more on the pay bill—I say that without being in any way critical, for the Senator had a right to do so—whereas the proponents of the amendments proposed by the Senator from Virginia, the Senator from Connecticut, and myself have had approximately 30 minutes' time in which to discuss it. However, even in spite of the fact that unanimous consent to the proposed agreement or any similar one, by which the Senate would vote at a certain time tomorrow, would probably deny the proponents of certain amendments any time comparable to that already consumed by the Senator from California in advocating his bill. I still think the bill is so important that we should fix a time for the Senate to vote on it, and thus stop this most peculiar and, I think, most unparliamentary procedure in which the Senate has been indulging for 4 or 5 days. I think the Senate should reach a decision regarding the bill, and I am heartily in favor of doing so promptly. In fact, I think the Senator from Virginia, the Senator from Connecticut, and I were prepared to propose such an agreement a little later. We would have proposed that the bill be voted on this evening. However, if the Senate is to proceed to consider other measures in the meantime, perhaps that could not be done.

So I join with the Senator from California in urging that the Senate fix a time tomorrow at which it will vote on the pay bill, and that provision be made for consideration of the pay bill tomorrow without interruption.

Mr. DOWNEY. Mr. President, I am prepared to move that consideration of the pay bill be laid aside until tomorrow, to be voted on at 4 o'clock tomorrow afternoon, if it can be agreed that consideration of the bill will begin at 12 o'clock and will continue without interruption until 4 o'clock.

The PRESIDING OFFICER. That can be done only by unanimous consent.

Mr. WAGNER. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Austin	Huffman	Pepper
Ball	Johnson, Colo.	Revercomb
Barkley	Johnston, S. C.	Robertson
Bilbo	Kilgore	Russell
Brewster	Knowland	Saltonstall
Brooks	La Follette	Shipstead
Bushfield	Langer	Smith
Byrd	Lucas	Stanfill
Capehart	McCarran	Stewart
Capper	McClellan	Taft
Carville	McFarland	Taylor
Chavez	McKellar	Thomas, Utah
Connally	McMahon	Tunnell
Downey	Magnuson	Tydings
Ellender	Maybank	Vandenberg
Ferguson	Mead	Wagner
Fulbright	Millikin	Walsh
Gossett	Mitchell	Wherry
Green	Moore	White
Gurney	Morse	Wiley
Hart	Murdock	Willis
Hayden	Myers	Wilson
Hickenlooper	O'Daniel	Young
Hoey	O'Mahoney	

The PRESIDING OFFICER. Seventy-one Senators having answered to their names, a quorum is present.

THE PROMISE OF AMERICA—PATRIOTIC EFFORTS OF AMERICANS OF JAPANESE ANCESTRY

Mr. WILEY. Mr. President, I have read an article in This Week magazine which has caused me to pause and ask myself some questions. One of them is this: What is it that we have here in America that has the effect on our foreign-born citizens as shown in this article? The answer came clear.

America is the home of freemen. It is a land where they can go toward the larger life; freedom of mind, body, and soul.

That is why, during the American Revolution, Englishmen fought Britain. That is why, in two world wars, some of our most outstanding soldiers who were of German extraction fought the Kaiser and Hitler. The same is true of men of Italian extraction who fought on behalf of their new homeland. That is why men of Japanese extraction in this war made the proudest records of the war.

America does something to folks who come to our land. They find something on these shores that no other land possesses.

We call it liberty and freedom, Mr. President. Just what is it? It is faith realized. It is opportunity for growth of mind, body, and soul. It is equality before the law. It is living in a land where the Bill of Rights is vital and intact, and where the State is but the servant, and man's home is his castle.

Yes, Mr. President; this America does something to those who come to our shores. We want to make sure in these times of stress and change that we keep this "something" in America. We must not let it be lost. There are those among us who are eyeing foreign concepts, and wish to copy what other lands may have. We cannot let them dissipate this "something" about which we are talking today.

Mr. President, what was the article to which I have referred? I hold it in my hand. It speaks of the loyal and valuable service which was rendered to this country by the Nisei, the first generation of Japanese-Americans to be born on this soil. The article explains how the services of the Nisei saved American lives, and how MacArthur is finding them to be irreplaceable and beyond value.

Mr. President, Robert Burns has stated that "The man's the gowd for a' that." It is not the color of the skin but the quality of the heart which counts. May America never forget the significant fact that while we stem from many races we are one people.

Mr. President, I ask unanimous consent that the article to which I have referred be printed at this point in the RECORD as a part of my remarks.

There being no objection, the article was ordered to be printed in the RECORD as follows:

FINDING JAPAN'S HIDDEN TREASURE—THAT'S ONLY ONE OF THE MANY MISSIONS ACCOMPLISHED BY GI'S OF JAP ANCESTRY
(By Lt. Col. Wallace Moore as told to Don Eddy)

One crisp morning this fall, jeeps whirled through Osaka, Japan, and bore down on the

Res. 290) providing for the continuance to the end of June 1946, of the Navy's V-12 program, in which it requested the concurrence of the Senate.

HOUSE JOINT RESOLUTION REFERRED

The joint resolution (H. J. Res. 290) providing for the continuance to the end of June 1946, of the Navy's V-12 program, was read twice by its title and referred to the Committee on Naval Affairs.

VOLUNTARISM VERSUS COMPULSION IN LABOR RELATIONS—ADDRESS BY SENATOR MORSE

[Mr. MORSE asked and obtained leave to have printed in the RECORD an address on the subject Voluntarism Versus Compulsion in Labor Relations, delivered by him November 17, 1945, before the American Trade Executive Association, which appears in the Appendix.]

ADDRESS OF OPA ADMINISTRATOR BOWLES BEFORE THE NEW COUNCIL OF AMERICAN BUSINESS, INC.

[Mr. MEAD asked and obtained leave to have printed in the RECORD an address delivered by OPA Administrator Bowles, before the New Council of American Business, Inc., New York City, December 5, 1945, which appears in the Appendix.]

SUGGESTION OF NAVY ISLAND AS SITE OF UNITED NATIONS ORGANIZATION—ARTICLE BY LEROY E. FESS

[Mr. MEAD asked and obtained leave to have printed in the RECORD an article suggesting Navy Island as the seat of the United Nations Organization, by LeRoy E. Fess, which appears in the Appendix.]

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES

The Senate resumed the consideration of the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

Mr. DOWNEY. Mr. President, I desire to ask unanimous consent that upon the understanding that we desist from further consideration of the Federal pay bill until noon tomorrow, we proceed to consider and debate it exclusively, and vote upon the amendments, that the time be divided between the proponents and opponents of the measure, and that voting on the amendments to the bill and a vote on the bill itself commence not later than 4:30. I may say to the distinguished Senator from Virginia [Mr. BYRD] that certain members of the committee desire that the vote shall not be taken until 4:30. I suggest that the division of the time be as follows:

The Senator from Virginia [Mr. BYRD] shall control the first hour, the chairman of the committee shall control the next hour and a half, the Senator from Virginia shall control the next half hour, the chairman of the committee shall control the next 15 minutes, and the Senator from Virginia shall control the closing 15 minutes.

I understand that the distinguished Senator from Oregon is perhaps prepared to make some objection to this suggestion. I wish to tell him that this measure is one which has been on the floor of the Senate for 2 weeks. It is being anxiously thought about by all Federal employees. If he desires time on this particular measure, I am sure that we can give him all the time he desires. Mr. President, I ask unanimous con-

sent that the Senate agree in accordance with the suggestions which I have made.

The PRESIDENT pro tempore. Is there objection?

Mr. MORSE. Mr. President, reserving the right to object, I wish to state that I am perfectly willing to attend night sessions of the Senate every night this week in an endeavor to enable the Senate at least to catch up with its schedule. I think the Senate should hold night sessions on these pending matters because it is about to complete one of the most remarkable do-nothing sessions in its history. I think that during the last week of this first session of the Seventy-ninth Congress we should be willing to hold night sessions if necessary in order to pass some legislation which is of vital concern to our country.

I find myself in favor of the bill being sponsored by the Senator from California, namely the Federal pay bill. I find myself in favor of the Palestine resolution submitted by the Senator from New York [Mr. WAGNER], as well as the UNRRA bill now proposed by the Senator from Texas [Mr. CONNALLY]. Because of some unfortunate experiences over this issue of limitation of debate which occurred earlier in the session I also find myself very much in favor of seeing to it that unlimited debate shall prevail in the Senate of the United States. As I have said before, this forum must be maintained as an open forum with unlimited debate protected from steam-roller tactics in the closing days of a session of the Senate. For the reasons stated, Mr. President, the Senator from Oregon objects.

The PRESIDENT pro tempore. Objection is heard.

The bill is before the Senate, and open to further amendment.

Mr. DOWNEY. Mr. President, I will continue my remarks on the Federal pay bill.

I think that the great diminution in the actual buying power of the Federal employees in the upper brackets is rapidly stripping away from the Government service some of its best and ablest men and women and is creating a grave lack of efficiency in Government service.

I have already distributed among Senators a budget of a typical worker receiving \$5,000 a year. It indicates that income taxes, and the increased cost of living, have cut the employee's compensation by \$2,300, leaving him with an actual buying power, as compared with 1941, of about \$3,000.

I know that probably the great majority of the Federal employees will be compelled to remain in Government service. But I ask you, Mr. President, What kind of efficiency and loyalty can we expect of Federal workers when, as though they were lepers of some kind, they are singled out for the most prejudicial treatment that could be given any great labor group in the United States, and left in a precarious condition of insolvency? Under the critical financial conditions which confront them, should they be expected to demonstrate any high degree of loyalty and efficiency?

Mr. President, I know there are many Senators here who are alarmed at the great power of the strike. They desire—

and all of us do—to adjust great labor disputes by mediation and conciliation. I ask you, Mr. President, What kind of an effect will be left upon the Nation when almost the only great group of workers which does not have the power to strike is dealt with as we apparently intend to deal with the Federal workers to whom I have referred?

The right of unlimited speech? Of course, we are all devoted to it. But certainly, where eminent justice is an issue, as well as the financial integrity of men, we should be able to work out some kind of agreement.

Mr. President, I have used some strong language when I have said that of all the great wage-earning groups the Federal workers have been the least fairly dealt with. Why do I say that? In 1940 the cost of living began to ascend, and we, the Senate of the United States, saw to it that the income of the farmer and the income of the industrial worker were protected, but we let 5 years go by, 5 years with the cost of living mounting, and the income of everyone else going up, before we so much as raised the basic income of the Federal worker by one single dollar. They were years behind every other group.

There are in this body, of course, wealthy men, who have spoken upon the Senate floor, and who have said that they are independent of their Government incomes. Can they not for a few hours at least begin to project themselves into the lives of the humble individuals, and know that each home is the center of a world, that in almost every home of these Federal workers the people live lives of quiet desperation? It is easy enough when one has an independent income, so that he does not have to worry whether his \$5,000 income is cut in two or not, to be placid and slow and happy about this matter.

We, the Senate of the United States, are on trial. If I were a labor leader and wanted to disrupt relationships of a conciliatory nature, nothing would suit me better than to be able to say to my workers, "Well, see the Senate of the United States. The plainest and simplest thing is now before it, and it has not even energy enough to act upon the dispute."

Mr. President, last Saturday the last of many corporations, the Sinclair Oil Co., increased the pay of its workers by 18 percent over a prior 21-percent increase, bringing the oil workers to a much higher standard than we are asking for Federal workers in the bill. As a matter of fact, I do not know of a single labor dispute which has not already been settled at a higher wage allowance than is being asked in the bill. I do not know one single corporation, including the General Motors, which has not offered at least as much as we are asking for here, or more. Why should we single out the Federal worker for punishment and prejudicial treatment?

I know that Senators in opposition to the bill, including the distinguished Senator from Ohio [Mr. TAFT], have expressed the opinion that Federal workers are highly inefficient. I was saying on the Senate floor, when the Senator from Ohio, who has just entered the chamber, was not here, that I have pre-

sented this morning the budget of a Federal worker making \$5,390 a year, and by reason of the increased cost of living and the increased income tax his real buying power, compared with 1941, has been cut down to about \$3,000.

Mr. President, the condition of that man, who now is facing a deficit of about \$2,000 a year, and borrowing on his insurance policy, is not only typical of the great majority of workers, but is most unhappy indeed. That man happens to be a conservative Republican, and happened to express very high admiration for the distinguished Senator from Ohio. He said he had some legal training, and that he failed to understand how any distinguished statesman with a legal background could on the Senate floor make a general charge that he knew men making \$5,000 a year who were worth only \$1,500. I must admit that that kind of a generalized ex-parte statement shocks me also.

Mr. TAFT. Does the Senator deny that it is true? Does not the Senator know that some employees in Government service are receiving three times what they are worth, three times what they could get if they went out into private enterprise? It is no general charge against the employees of the Federal Government, it is true here, and my argument was made in behalf of a selective increase of salaries, not a general percentage increase for everyone, regardless of whether he was worth anything or not.

Mr. DOWNEY. I may tell the distinguished Senator from Ohio the opinion I get from men who entered the Government service from industry, men high in the councils of the Nation, who testified before our committee, the opinion I get from Secretary Patterson and Secretary Forrestal, the opinion I get from workers in whom I have confidence, that is, that there is about the same degree of inefficiency in Government service that is found in a lawyer's office or a doctor's office, in industry, or in the Senate of the United States. Certainly one can probably point out 10 percent of Senators who some people would say are not worth anything, but I do not know how by generalized castigation one can justly attack the allowance of a wage sufficient to bring back the real buying power of workers as of January 1, 1941.

Mr. HICKENLOOPER and Mr. TAFT addressed the Chair.

The PRESIDENT pro tempore. Does the Senator from California yield; and if so, to whom?

Mr. DOWNEY. The Senator from Iowa sought to interrupt first, and I yield first to him.

Mr. HICKENLOOPER. Let me say to the Senator from California that by training and by personal opinion I dislike ex parte statements and quoting what this one and that one said to me, because I cannot repeat the names. I therefore also disapprove the budget referred to by the Senator from California because the maker of that budget is not here to be examined as to its details, and we cannot probe into the budget. But so long as the Senator has mentioned it, let me trespass for about a moment on his time to say, in support

of at least a part of what the Senator from Ohio stated some time ago, that three individuals in the higher brackets of public employment in the civil service in the last week told me individually—and, so far as I know, they do not know each other—that they thought we were committing a most confusing and in many respects a most unnecessary act in providing for blanket increases throughout the civil service. They were very positive and definite indeed in their opinion as to the inefficiency of Government employment because of excess employees, because of inattention to duties, because of the desire on the part of department heads to reach out and gather in more employees so that they could make their departments larger and get more power.

About 4 days ago an official of one of the Government employee unions—I should not say a union, I should say an organization, because I do not recall that it is a union—came to my office, and of course prefaced his remarks by saying "For heaven's sake do not bring my name into this or I will be scalped." He said in my office that we would be committing, in thoughtless haste, an act which would have adverse repercussions on the Federal Civil Service, if we passed the bill as it is presently proposed, without adequate amendment. The advice of this official was that we should give a very substantial amount of study to it, but he said that unfortunately he was in such position that he did not dare appear before the Civil Service Committee. He said he was ashamed of it, but he did not dare express publicly his views of the facts he knew.

I again apologize, Mr. President, for using these more or less ex parte statements, but so long as that issue is injected into the discussion, I feel free to say what has come to my attention, in private, from Government officials, who feel that the bill as presented, without amendments being considered, is a dangerous measure, that it has not had adequate or proper study, and that it should be given serious consideration, or we may commit an act which will confuse the entire civil-service system and destroy the efficiency of the Government workers.

Mr. TAFT rose.

Mr. DOWNEY. Before I yield, I desire to answer the statement made by the Senator from Iowa; then I shall be very happy to yield to the Senator from Ohio. I assume he wanted me to yield on this particular matter.

Mr. TAFT. Yes; it has to do with this.

Mr. DOWNEY. First, let me say, I am, of course, not so naive as not to realize that in throwing together a great organization of members of the military, with civilian members as well, amounting to fifteen, sixteen, or seventeen million, there would be a great degree of inefficiency. I know that at the beginning of the war some of these organizations had far more employees than they needed. I know many of them were submarginal workers because they were the only ones available. I know they lacked proper supervision. But we cannot take these new organizations,

formed overnight, and fairly judge them as we judge the Standard Oil, which was formed back in 1867, or the Post Office or the Treasury Department.

I know that the present efficiency of my own office is at least twice what it was per worker when I first came into the Senate of the United States. Of course there has been overstaffing; of course there has been inefficiency; of course there has been waste motion. While I realize likewise that the Appropriations Committee has the entire power, acting, of course, with the advice and information of the Bureau of the Budget, to keep employment down to any figures it may desire, I know that that committee has a most difficult task, and probably very often is not entirely satisfied the results it accomplishes are correct.

I consider the Senate Appropriations Committee as one of the most able and most heavily burdened organizations I have ever known. It is a bipartisan group, working under the leadership of one of the most distinguished Senators we have ever had, and that group is working almost constantly determining the number of workers that should be in the Treasury Department, in the Department of Commerce, in the Army, in the Navy, in every one of the thousand or more Government agencies.

Under the classified civil service we have set up certain categories and certain ability and training standards are required before any man can get into any one of those categories. If what the distinguished Senator from Ohio has said is true—I do not think it is true—but if a man who has no higher qualifications than would justify his receiving \$1,500 a year is receiving \$5,000 or \$10,000 a year, that problem ought to be approached directly and not by way of resisting a pay bill which attaches the increased pay, not to the individual but to the office and to the standard set up after years of investigation by the Congress of the United States.

Mr. TAFT. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. TAFT. I made a rather mild statement in favor of selective increase and a study of this problem, in view of the fact that there had been an increase made in the last 6 months. I therefore propose a further study of the whole problem. The Senator has seen fit to compare this organization to a business organization. What does the Senator think a business organization would do in such a case as this? If a business organization faced an increase in the same proportion as this—which is an increase of approximately \$1,000,000,000—in its total pay-roll bill, such an organization would make a survey of the whole situation and if they could do with fewer men. They would regrade certain positions. They would determine how they could properly give every individual who was employed by them what he was entitled to, and still not increase the tremendous burden on their stockholders—or as it is in this case, on the American taxpayer. I say that there is a selective question involved.

I have a letter from the head of a bureau, one of the bureaus of the Department of Commerce, in Columbus, written December 6 from Columbus, Ohio, as follows:

I understand that there is a proposal before Congress to increase the compensation of civil-service employees by 20 percent. While I am not familiar with the rates of pay in agencies of the Government other than this bureau, I do believe that existing rates in this bureau are high enough for all full-time employees. But observers working on a part-time basis at substations are deserving of the proposed increase.

I feel strongly that every possible measure of economy in Government activities ought to be applied now, so that reductions in the public debt may begin as soon as the armed forces are fairly well demobilized.

I shall not give the name of the writer; it may make him unpopular with his fellow employees thus to have expressed his opinion.

Mr. President, I do not say that a general increase of some kind ought not to be made sooner or later; that employees who remain should not receive a higher salary. I only say that I do not see the immediate necessity for considering this question until something can be done to reduce the total bill, and some study made as to whether every employee's salary should be increased, or whether there were some positions which are very much overgraded; whether we should not investigate and determine whether some departments have jobs for which they are paying \$9,000 a year, for which only \$6,000 should be paid, whereas others may be paying salaries of \$6,000 a year for work for which \$9,000 ought to be paid. I do not know what the result may show, but after having provided one blanket increase, then before another blanket increase is made we should investigate to find out whether the increase will be above the cost of living in 1941.

Mr. DOWNEY. Mr. President, it so happens that the Senator from Ohio, when I was not on the floor, made a most learned and very valuable argument, I think about 2 weeks ago, in which I was glad to note his declaration that in his opinion the depression of 1929 came on because of an excess of saving. I was glad the Senator made that statement. As I understood, the Senator also stated in that argument that he favored a sufficient increase to bring the Federal workers up to the increased cost-of-living standard. I might say to the distinguished Senator that in the main that is all the chairman is trying to do. What we propose to do will not quite bring those in the higher brackets up to the standard of living index, and it will do a little more for those down at the bottom of the group. I do not know whether the distinguished Senator is familiar with this or not, but when we gave the basic increase of 16 percent last year we gave 20 percent on the first \$1,200, 10 percent on the brackets from \$1,200 to \$4,600, and only 5 percent on the salary above that. That left those in the upper brackets with an increase of only 9 percent, and it left them 24 percent below the cost of living standard. We are not seeking any raise here. We are merely seeking to do what has been done for

every possible wage group up to date, or has been offered, and that is only to restore the real buying power of 1941.

Mr. MEAD. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. MEAD. I think we have dealt rather severely with Federal workers in this debate. I think we have been a little bit too critical of our Federal workers, and I think at times we have been rather hasty in placing them in a category of inefficiency. It is true that there are inefficiencies in the Federal service, and occasionally it will be found—

Mr. TAFT. Mr. President, will the Senator yield?

Mr. MEAD. I yield.

Mr. TAFT. The Senator said it was true, and that is all I ever said. I never made any general attack on the efficiency of Federal workers. I simply said there were some who were inefficient. I said we ought to do something about selective increases rather than general. I never made any statement that there was any general inefficiency of any kind among the Federal workers.

Mr. DOWNEY. Mr. President, let me resume the floor for a moment. I should like to ask the distinguished Senator from Ohio a question, if I may. Would the Senator from Ohio justify examination into the personality of every one of the 96 Senators and say, "Well, the Civil Service Committee, or the Appropriations Committee, may determine that 10 percent of them are inefficient, and 10 percent are lazy, and 10 percent go haywire," and that therefore instead of attaching the \$10,000 to the office attempts should be made to parcel it out among the efficient individuals?

Mr. TAFT. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. TAFT. My answer would be that there may be departments in which there are too many high-salaried individuals whom the departments can do without, or, there may be departments which can function adequately with but half the number of employees.

The Senator from California said the Appropriations Committee handles this matter. The committee does not. I was on the Appropriations Committee for 2 years. We practically never cut an appropriation made by the House of Representatives. This year the committee has been somewhat more diligent and has made a few cuts, but as a practical matter it cannot be done effectively without a study being made by the executive departments, which is what I would like to have done, indicating how they could reduce the total number of employees. They have to take the initiative, I think. My only suggestion is this: Because of the fact that there has been a recent increase, I would prefer to recommit the bill and have a study made before we make another increase. But I certainly will not vote against any proposal which I believe is only large enough to restore salaries to the increased cost-of-living level, because I believe in that and am willing to vote for it. But there seems to be a difference of thought as to whether the Senator's proposal does that or does more than that.

Mr. DOWNEY. Before the Senator leaves he will be given the opportunity to vote upon a raise which will do nothing more than meet the increased cost of living, plus a slightly higher increase for the workers in the lower groups.

Mr. MEAD. Mr. President, will the Senator from California again yield?

Mr. DOWNEY. I yield.

Mr. MEAD. I do not say that any individual arbitrarily charges the entire Federal group with being inefficient, but I make the statement that if anyone reads the Record of either today or any other day when the bill was under consideration I am sure he will agree that too much stress is placed upon the fact that there is inefficiency in the Federal service, and that too much stress is placed on the fact that this bill is brought before the Senate hastily, and that we ought to send it back to the committee, and that we ought not to consider the subject of a raise in the salaries of Federal employees at this time.

Mr. President, this type of argumentation may defeat the bill, and if it does defeat the bill it will be due to the fact that too many members of the Senate are stressing too often the inefficiency in the Federal service and offering no specific proof for it, and that too many Senators are stressing the fact that the bill has not been carefully considered. What are the facts?

Mr. HICKENLOOPER. Mr. President, will the Senator yield?

Mr. MEAD. Not now, Mr. President. I am going to make my statement now. I have been trying to do so for some time. After I have made my statement I shall be glad to yield.

Mr. President, I care not what department of government we may consider, whether we consider an old department or an emergency agency, we will find in it, in my judgment, just as much efficiency, comparatively speaking, as we will in any industry throughout the country. If we consider some of the old departments, we find much more efficiency that can be found in many private industries of the country.

We are told that the bill which is now being considered was prepared hastily. The bill was prepared for us by the administration, by the Civil Service Commission. Representatives of that agency appeared before our committee. The Civil Service Commission is responsible for the recruitment of the personnel of our Government. It had that enormous task throughout the war years. That agency recommended passage of the bill and pleaded with us to pass it. As a result, the bill is before the Senate with a majority of the Senators on the committee who considered the bill in favor of it.

The charge is made that there may be inefficiency here and there in the Federal service. As my argument against that charge, let me say that, first of all, in order to obtain a position in the civil service—in the postal service or any other service—an applicant must undergo a real civil-service examination. The test is severe, particularly in times of peace. It is not so exacting in time of war, when it is necessary to go to great

lengths in recruiting sufficient personnel for the Government. At any rate, there is required a civil-service examination which is a real, bona fide one.

Once a person is in the service, he may be promoted, provided he has attained a suitable efficiency rating. Under various provisions of the law he may be promoted by progressive steps. That action is administrative. It is accomplished by the department and by the Civil Service Commission, under laws of the Congress which we helped to enact. Under the so-called Mead-Ramspeck law provision is made for a systematic method of promotion within grade.

So, Mr. President, a severe test as an entrance examination is prescribed for our workers. Efficiency ratings are applied administratively at regular intervals. We have a law which permits advancement within grades. I know of no industry which is more particular than is the Government in the selection of its employees. At a time such as this, pulling out of the hat charges against patriotic, loyal, conscientious Government workers may have a tendency to defeat the bill. Let me say in their defense that when they comply with the requirements of the civil-service system and the requirements of the law they demonstrate that, in the main, they are outstanding, loyal, conscientious, and faithful employees.

Mr. President, I believe that the bill has been properly considered. It comes to us with the recommendation of the Civil Service Committee, which not only considered the bill, but examined witnesses concerning it. It received the approval of the majority of the committee, and by reason of that fact is now pending before the Senate. Ever since the bill has been brought to the floor of the Senate one effort after another has been made to sidetrack it, refer it back to the committee, and find all sorts of weaknesses in it. The record with regard to the bill is one of proper, adequate consideration. The bill comes before us recommended by the administration, by the Civil Service Commission, by the President of the United States, by members of the Cabinet, and by representatives of the employees' organizations, without a single objection.

Mr. President, I believe that we ought to consider the bill provision by provision, on its merits, and we should not be discussing the inefficiency which may occur here and there in isolated instances. If there is any way to perfect the bill I believe that we ought to decide now to put our minds and hearts to the task and do it, rather than set the bill aside or send it back to the committee, or do something else to forestall final action on the bill.

I conclude by saying that the bill is here after going through the proper parliamentary procedure prescribed under the law. I dislike the insinuations which have been injected into this debate, which might lead some to believe that inefficiency in the Federal service overbalances efficiency. I know from my own observation that there is as much efficiency, as much administrative ability, and as much loyalty and conscientiousness in the Federal service as there

is in any other service in the United States.

Mr. BROOKS obtained the floor.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. BROOKS. For what purpose?

Mr. BYRD. For a quorum call.

Mr. BROOKS. Very well. I yield for a quorum call.

Mr. BYRD. I make the point of no quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Austin	Huffman	Pepper
Ball	Johnson, Colo.	Revercomb
Barkley	Johnston, S. C.	Robertson
Billbo	Kilgore	Russell
Brewster	Knowland	Saltonstall
Brooks	La Follette	Shipstead
Bushfield	Langer	Smith
Byrd	Lucas	Stanfill
Capehart	McCarran	Stewart
Capper	McClellan	Taft
Carville	McFarland	Taylor
Chavez	McKellar	Thomas, Utah
Connally	McMahon	Tunnell
Downey	Magnuson	Tydings
Ellender	Maybank	Vandenberg
Ferguson	Mead	Wagner
Fulbright	Millikin	Walsh
Gossett	Mitchell	Wherry
Green	Moore	White
Gurney	Morse	Wiley
Hart	Murdock	Willis
Hayden	Myers	Wilson
Hickenlooper	O'Daniel	Young
Hoey	O'Mahoney	

The PRESIDING OFFICER. Seventy-one Senators have answered to their names. A quorum is present.

FURTHER PARTICIPATION IN THE WORK OF THE UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

Mr. BROOKS. Mr. President—

Mr. CONNALLY. Mr. President, will the Senator yield to me?

Mr. BROOKS. For what purpose?

Mr. CONNALLY. I wish to make an unanimous-consent request.

Mr. BROOKS. Let me inquire as to the nature of the request the Senator has in mind.

Mr. CONNALLY. I wish to ask unanimous consent that the Senate take up a bill. It will not interfere with the Senator's speech; he will be able to speak, anyway.

Mr. BROOKS. I yield, provided I do not lose the floor.

Mr. CONNALLY. No; the Senator will not lose the floor.

Mr. BROOKS. Very well; that is the only thing with which I am concerned.

Mr. CONNALLY. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of House bill 4649, the UNRRA bill.

The PRESIDENT pro tempore. Is there objection?

There being no objection, the Senate proceeded to consider the bill (H. R. 4649) to enable the United States to further participate in the work of the United Nations Relief and Rehabilitation Administration.

ANALYSIS OF TERMS OF PROPOSED LOAN TO GREAT BRITAIN

Mr. BROOKS. Mr. President, I propose, with the indulgence of the Senate, to attempt today a discussion of what I believe to be the most extraordinary agreement ever proposed between two

nations. For the sake of continuity, I respectfully request that I be allowed to proceed without interruption until I conclude these remarks, and then I shall be very glad to be interrogated or to enter into a discussion.

The agreement which I wish to discuss is one which I can liken unto nothing so much as a great international game of chance in which the United States is to furnish the money for both participants and in which the British Labor Party is to furnish the dice.

Like all of the fantastic enterprises into which we have been drawn before and since the war, this one is being sold—to the American people, of course—with the same pretensions of altruistic concern for the world, mixed with some supposed benefits which we are to obtain. I take it, therefore, that I would do well at the outset to state as clearly as I can precisely what this proposal is.

There are two separate agreements.

One of them is for a definitive settlement of our lend-lease claims against Great Britain. The other is an agreement with Great Britain in which we undertake to make the British loan. The first agreement provides that England, in full liquidation of all her loans of arms and supplies, as well as cash, under the general term of "lend-lease" is to pay us \$650,000,000. That also will pay us for the surplus property belonging to the United States and still remaining in the United Kingdom. However, Great Britain is not going to pay us the \$650,000,000. It is to be settled in the future, as stipulated in the agreement.

The second agreement provides for an outright loan of \$3,750,000,000 by this Government to the Government of Great Britain. This loan is to be repaid to us in 50 annual installments beginning in 1951, at an interest rate which amounts to 1.62 percent. On its face, the loan is at 2 percent; but since no interest is to be paid during the first 5 years, the net interest that will accrue to this Government will be 1.62 percent.

In return for this, Great Britain undertakes certain obligations. The most important of these have to do with a proposed agreement which it is supposed will, in the words of President Truman, "put an end to the fear of an economically divided world; will make possible throughout the world the expansion of employment and of the production, exchange, and consumption of goods; and will bring into being for the first time a common code of equitable rules for the conduct of international trade policies and relations."

Stated more specifically, the proposal is that Great Britain will make an end of, or at least enormously modify, her policy of empire preference, and that the United States and Great Britain will attempt to remove as far as possible the barriers to international trade which are described as tariffs and preferences, quantitative restrictions, subsidies, state trading, cartels, and other types of trade barriers treated in the document which I am discussing. In other words, it involves an understanding between these two governments that not only England but the United States will begin to open its doors to the products and merchandize of all

79TH CONGRESS
1ST SESSION

S. 1415

IN THE SENATE OF THE UNITED STATES

DECEMBER 17 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. LANGER to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, viz: At the proper place in the bill insert the following:

- 1 That the rates of pay for Federal employees, employed
- 2 in the several trades and occupations, whose basic compensa-
- 3 tion is fixed and adjusted from time to time in accordance
- 4 with prevailing rates by wage boards or similar administrative
- 5 authority serving the same purpose, shall be maintained at
- 6 rates which are not lower than those in effect on June 1,
- 7 1945, plus such amount, calculated to the nearest cent per
- 8 hour, as will equal the pay for a forty-eight-hour week under
- 9 the wage schedules in effect on June 1, 1945, wherever the

- 1 hours are or have been reduced below forty-eight per week:
 2 *Provided*, That the hours of labor in those branches of the
 3 Federal service covered by this Act shall be reduced to
 4 forty per week as soon as the requirements of the war effort
 5 permit; and reductions in the hours of labor to as low as forty
 6 per week shall be made to minimize or avoid reductions in
 7 personnel wherever feasible.

AMENDMENT

Intended to be proposed by Mr. Langer to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

DECEMBER 17 (legislative day, OCTOBER 29), 1945
 Ordered to lie on the table and to be printed

IN THE SENATE OF THE UNITED STATES

DECEMBER 17 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. LANGER to the bill (S. 1415)
to increase the rates of compensation of officers and employees of the Federal Government, viz: At the end of the bill insert a new section as follows:

- 1 SEC. 6. The basic rates of compensation of employees
2 of the Government Printing Office and Bureau of Engraving
3 and Printing whose basic compensation is fixed and adjusted
4 from time to time by wage boards or similar administrative
5 authority serving the same purpose are hereby increased by
6 10 per centum over the rates in effect on November 1, 1945.

AMENDMENT

Intended to be proposed by Mr. LANGER to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

DECEMBER 17 (legislative day, OCTOBER 29), 1945

Ordered to lie on the table and to be printed

DIGEST OF PROCEEDINGS OF CONGRESS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

(For staff of the Department only)

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HIGHLIGHTS: House received conference report on 1st deficiency appropriation bill. Senate passed Federal-pay bill. Rep. Phillips criticized food subsidies. Senate Committee reported bill to provide privileges, etc. to international organizations.

HOUSE

1. FIRST DEFICIENCY APPROPRIATION BILL, 1946. Received the conference report on this bill, H.R.4805 (pp. 12490-2). As reported the bill provides:
 - E&PQ, salaries and expenses (foreign plant quarantine), \$187,500 (House, \$125,000; Senate, \$250,000).
 - FS, forest protection and management, \$300,000 (Senate) and forest roads and trails, \$4,000,000, of which \$2,000,000 is for forest development roads and trails and \$2,000,000 is for forest highways.
 - Commodity Credit Corporation, \$762,000 for salaries and administrative expenses, payable from CCC funds.
 - Marketing Service, Insecticide Act, \$26,500 (Senate).
 - Wage stabilization, \$98,700 increase in limitation on existing WFA funds to carry out this program through the fiscal year 1946 (Senate).
 - Farm labor supply program, \$25,000,000 (Senate figure; House, \$14,000,000), plus unexpended balance; provides that at least \$7,000,000 (Senate figure; House, \$5,000,000) must be apportioned among the States; limits labor supply center construction by extension services to \$100,000; makes \$562,023 additional available for administrative expenses; and permits the admission of agricultural workers into the U.S. through Dec. 31, 1946.
 - UNRRA, \$750,000,000.
 - Budget Bureau, \$56,800 (for corporation budget work).
 - CSC, \$600,000, (Senate, \$1,200,000).
 - Public-works planning, \$12,500,000 (House figure; Senate, \$25,000,000).
 - Federal highways (FWA), \$25,000,000.
 - GAO, \$2,673,900.
 - Census Bureau, \$2,435,000 (House, \$1,970,000; Senate, \$3,295,000).
 - Surplus property: Provides that hereafter proceeds from surplus-property

fund, not to exceed \$170,000,000 for the fiscal year 1946, to the Surplus Property Administrator for allocation or reimbursement to disposal and service agencies.

Motor vehicle parking agency, \$5,000 (Senate).

Bureau of Reclamation, \$81,462,300 (House, \$37,206,100; Senate, \$85,491,300).

FAO, \$577,500.

Judgments and claims.

The school-lunch and the veterans' housing items were reported in disagreement. The House conferees agreed to recommend concurrence in the Senate school-lunch amendment with an amendment making available an additional amount of \$7,500,000.

2. SUBSIDIES. Rep. Phillips, Calif., criticized food subsidies and commended Secretary Anderson's "efforts to bring a semblance of order into the confused and chaotic picture of food production and distribution (pp. 12487-9).
3. UNO BILL. Passed, 344-15, with amendments this bill, S. 1580 (pp. 12452-71). Rep. Vorys, Ohio, criticized UNRRA administration (pp. 12457-8).
Reps. Bloom, L.A. Johnson, and Eaton and Sens. Connally, Wagner, Thomas (Utah), LaFollette, and Vandenberg were appointed conferees on this bill (pp. 12487, 12447).
4. VETERANS; HOUSING. Passed with amendment S.J. Res. 122, to provide adequate housing for veterans (pp. 12471-87). Agreed to Rep. McMillen's (Ill.) amendment to provide for reimbursement to educational institutions, local public agencies, or nonprofit organizations out of available funds provided by the 1st Deficiency Appropriation Bill, 1946, for expenses incurred in providing veterans' housing (pp. 12485-6).
5. SURPLUS PROPERTY. Rep. Elliott, Calif., criticized the "run-around" given to veterans in the disposal of surplus property, referring particularly to farm machinery and tractors (p. 12451).
6. HOUSING. Rep. Weichel, Ohio, criticized the proposed destruction of homes at Sandusky, Ohio (p. 12489).

SENATE

7. FEDERAL PAY BILL. Passed, 62-3, with amendment S. 1415, to provide salary increases for Federal employees (pp. 12421-3, 12423-37).
Agreed, 47-19, to Sen. Byrd's (Va.) amendment to amend the Federal Employees Pay Act of 1945 so as to provide for a prorated increase in Federal salaries as follows: an increase of 36% on the first \$1,200, 12% of that part over \$1,200 but not over \$4,600, and 9% of that part over \$4,600 (pp. 12428-36).
8. INTERNATIONAL ORGANIZATIONS. The Finance Committee reported with amendments H.R. 4489, to grant certain privileges, exemptions, etc., to employees of international organizations (p. 12417).
9. PERSONNEL; RETIREMENT. Agreed to Sen. Downey's (Calif.) motion to concur in the House amendment to S. 405, to amend the Civil Service Retirement Act so as to provide full credit, toward retirement, for military service (pp. 12421, 12423). The House amendment struck out the provision allowing optional credit for military service, without deposit, in lieu of leave credit, without reduction in annuity benefits. This bill will now be sent to the President.
10. WAR POWERS. Began debate on H.R. 4780, to continue the Second War Powers Act (pp. 12444-5).

this joint resolution, the results of its study and investigation together with such recommendations as it may deem desirable.

SEC. 3. (a) The members of the commission shall serve without compensation, but shall be reimbursed for travel, subsistence, and other necessary expenses incurred by them in the exercise of the functions of the commission.

(b) The commission shall have the power to employ and fix the compensation of such officers, experts, and employees as it deems necessary for the performance of its duties. The commission is authorized to utilize the services, information, facilities, and personnel of the departments and agencies of the Government.

SEC. 4. For the purpose of this joint resolution the commission shall be entitled to exercise the same powers and rights as are conferred upon the Securities and Exchange Commission by subsection (c) of section 18 of the act of August 26, 1935 (49 Stat. 831); and the provisions of subsections (d) and (e) of such section shall be applicable to all persons summoned by subpoena or otherwise to attend and testify or to produce books, papers, correspondence, memoranda, or other records and documents before the commission.

SEC. 5. There is hereby authorized to be appropriated the sum of \$50,000 to carry out the provisions of this joint resolution.

Mr. CAPEHART. Mr. President, I wish to read a paragraph of the joint resolution and speak briefly on it.

Resolved, etc., That there is hereby established a commission to investigate and study the defense needs of the United States, to be composed of (1) the chairmen and ranking minority members of the Military and Naval Affairs Committees of the Senate and the House of Representatives and (2) 17 members to be appointed by the President. The members appointed by the President shall be so selected as to include persons familiar with the interests of religion, education, veterans, industry, labor, agriculture and science.

Mr. President, why do I propose the establishment of such a commission? We have just prosecuted to a successful conclusion World War II, the second world war in which we have been engaged in the last 27 years. The people of our country—and it is my opinion that it is true of Members of Congress—are today very much confused. I doubt if any Member of Congress or any individual citizen in the United States is exactly certain in his own mind with respect to his position on many subjects which have to do with our future national defense.

Mr. President, every American, and every conscientious individual throughout the world is praying that we may have peace. Yet we find in our own country that our people, even those in authority, are very much confused. They are confused over the future of the atomic bomb. They are confused over whether the United Nations Charter will bring us peace as we are all praying it will. They are confused over the fact that our President has advocated compulsory military training in the face of the United Nations Charter. They are confused over the proposal that our Army and Navy be merged into one unit. As Senators know, the Navy is opposed to it. It is evident that the Army is in favor of it. Likewise, as a nation we are confused, and the world is confused, over what sort of instruments of war will be

used in the next war, if one should occur—and we hope that it will not.

The net result is—and I believe I can safely make this statement without fear of successful contradiction—that our people and the Congress, and those in authority in Washington, are uncertain as to what we should or should not do. I am wondering if we do not need a cooling-off period. I am wondering if it would not be a wise thing to appoint a commission, as I have suggested, composed of members who are unprejudiced unbiased, and who would look upon this subject from a distance.

Our form of government is a representative democracy. Why should we not give labor, agriculture, education, and religion a chance to study this problem? Why should not the great scientists of this country be given an opportunity to study the problem? It is the people's problem. In my opinion such representation would be desirable and wholesome. My opinion is that when the commission shall have completed its study—and the joint resolution provides that the study shall be completed within 6 months—sufficient time will have elapsed so that possibly we in the Congress and the Administration will have come to some fairly positive conclusions as to what should be done and what should not be done in respect to national defense.

My observation on the question of future national defense is that we are being asked to pass upon the subject piecemeal. We are being asked to look at one tree at a time. I should like to see the entire forest. I should like to see the entire blueprint, taking into consideration the atomic bomb, the size of our Army and Navy, the question of compulsory military training, the merging of our Army and Navy, and the question of how much money our Nation can afford to spend in the future on national defense. I should like to see the picture as a whole, rather than be asked as a United States Senator to pass upon the subject piecemeal.

In voting upon the bills before us at the moment, and measures which will be placed before us in the future, frankly, as a United States Senator, I should like to have the help of such a commission as is provided for in the joint resolution. I should like the help of our great educators, our great religious leaders, and our veterans. I should like to wait until the great majority of our boys have been discharged from the service. I should like to have their opinions upon these many subjects. In connection with the important question of national defense I do not believe that we should hastily pass legislation piecemeal without seeing the entire blueprint, as I have stated.

I sincerely hope that we can have a cooling-off period for the next 6 months. I do not believe that our country will be in danger during that period. I know of no nation which is likely to attack us. I know of no nation which would be so foolish as to do so. I should like to see the President appoint a commission of sincere, honest, conscientious Americans to study this problem and make a written report of their findings and opinions. That report should be made the basis of

legislation. With such a report before us, in my judgment Congress would be able to act with greater confidence and more faith in the future than would be possible if we were to try to pass national defense legislation piecemeal.

Under the influence of the situation arising at the end of the war many persons today are, shall I say, a little hot-headed on many subjects relating to our national defense. I urge the Senate to pass the joint resolution in order that we may not do something in haste which we shall regret in the future. Let us take plenty of time. Let us give this problem the best we have. Let us invite a commission to help us study this problem. It is a problem of the people, but it is our responsibility. I urge every Senator to support the joint resolution.

Mr. WALSH. Mr. President, will the Senator yield?

Mr. CAPEHART. I yield.

Mr. WALSH. I have not had an opportunity to read the joint resolution carefully. I should like to inquire if there is anything in the joint resolution which would interfere with the procedure of demobilizing the Army and Navy and supplementing the Regular Army and Navy personnel.

Mr. CAPEHART. There is nothing in the joint resolution which would interfere with that procedure. The joint resolution merely provides for the creation of a commission composed of the chairmen of the committees on Naval Affairs and Military Affairs in both Houses, the ranking members of such committees, and 17 others, to study the problem as a whole.

Mr. WALSH. At the moment I have no reason to object to the joint resolution; but I suggest to the Senator that he be careful to see that there is nothing embodied in the joint resolution which would cause any delay to the Army or Navy in getting back to a peacetime basis. In my opinion it is very essential that the Army and Navy proceed to reconstruct on a peacetime basis, so as to have men available to take the places of those who are being discharged from both branches of the service. There should be nothing to interfere with the desire which we all have to see the reserves returned to their homes as soon as possible.

Mr. CAPEHART. I thank the Senator. There is nothing in the joint resolution which would affect in any way the problem which he has so ably described. It is not intended that the joint resolution should in any way interfere with our present laws and policies with regard to the Army and Navy.

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES

The Senate resumed the consideration of the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government.

The PRESIDING OFFICER. The bill is before the Senate and open to amendment. If there be no amendment to be proposed, the question is on the engrossment and third reading of the bill.

Mr. DOWNEY. Mr. President, some Senators who were in the Chamber

earlier today were compelled to retire temporarily. They wished to be on the floor of the Senate so as to be able to participate in this discussion, but they have not as yet returned.

So, Mr. President, at this time I think I shall call up the amendment which I have at the desk, providing for the appointment by the President of a commission to investigate the question of the salary structure of those in Federal employment. I now offer the amendment and ask that it be read. After it is read, if no Senator desires to debate it, I should like to have a yea-and-nay vote taken on it immediately.

Mr. WHITE. Mr. President, is the amendment printed?

Mr. DOWNEY. It is.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. At the end of the bill it is proposed to insert a new section, as follows:

SEC. 10. (a) There is hereby created a commission to be known as the "Federal Wage Commission" which shall be composed of five persons appointed by the President. Members of the Commission shall be paid compensation at the rate of \$12,000 per annum and shall be reimbursed for travel, subsistence, and other necessary expenses incurred by them in the exercise of the functions of the Commission, except that no member of the Commission who is otherwise receiving compensation as an officer or employee of the United States shall be entitled to receive compensation as a member of the Commission.

(b) It shall be the duty of the Commission to make a full and complete investigation with respect to salary and wage rates payable under existing law to officers and employees in or under the executive branch of the Government, and to report to the President and to the Congress at the earliest practicable date the results of its study and investigation, together with its recommendations concerning any necessary modifications in or revision of the Federal salary and wage structure.

(c) The Commission is authorized to appoint and fix the compensation of such officers and employees, and to make such expenditures for facilities, supplies, and services, as may be necessary to carry out its functions.

(d) The Commission shall cease to exist 30 days after the date of filing of the reports required under subsection (b).

Mr. DOWNEY. Mr. President, I should like to explain the amendment briefly. Many Senators on both sides of the aisle have stated to me that they think that whatever allowance we now make in the way of an increase in the salaries of Federal employees should be effective for instance, for a period of only 1 year, that the Senate should not at this time make the increase permanent and that pending the introduction of another bill having the same purpose there should be an investigation of the entire question of the salary structure for Federal employees.

I wish to say to the Senate that the subject is highly technical and highly complicated; and I think it would take five men at least 6 months, working constantly, to reach sound conclusions regarding it. I do not believe the Civil Service Committee has either the resources or the time to do the work. If a man were selected from the Bureau of the

Budget and if someone else were selected from some other governmental agency and if three men were selected from outside industry, or if some similar arrangement were made, I believe they could make an extensive study and at the end of 6 months would be able to return to the Senate with something which would be distinctly worth while to us. Consequently, Mr. President, I have offered the amendment to meet that situation.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. BYRD. Did I correctly understand the Senator to say that the bill now pending is to expire within a year?

Mr. DOWNEY. No; I have not said that. But many Senators have said to me that they thought the bill should be a temporary measure.

Mr. BYRD. Is the Senator going to offer an amendment of that character?

Mr. DOWNEY. If the amendment I have now offered is adopted, I shall offer an amendment providing that the pay scale covered by the pending measure shall continue for only 1 year.

Mr. KNOWLAND. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. KNOWLAND. The only question which occurs to me is whether it is necessary for us to create a new commission to make the study referred to in the amendment. I understand that under the amendment a commission of five members would be authorized and appointed, that each of the members of the commission would be paid \$12,000 a year, and that provision would also be made for the salaries of such employees as they might find necessary to have in order to prepare the report. It seems to me that in view of the fact that the Government now has the Civil Service Commission and other agencies which are equipped to make studies, the President would have authority to designate the necessary persons to make the study referred to in the amendment, without having the Congress create a new board for that purpose. I wonder what the Senator's point of view regarding that phase of the matter is?

Mr. DOWNEY. Mr. President, I may say to my colleague that so far as I am concerned, what he has said will be sympathetically received. But I am sure a large majority of the Senate will believe that if an investigation is made of Federal wages and salaries, there should be on the board making the investigation at least three persons from without the Government, persons who come with an outside point of view. I do not believe a majority of the Senate would be satisfied to have the investigation made by a commission wholly composed of persons coming from governmental agencies.

So far as I am concerned, the Senator's suggestion would be satisfactory to me; but I believe the present form of the amendment will be more satisfactory to the Senate generally.

Mr. KNOWLAND. Mr. President, will the Senator further yield?

Mr. DOWNEY. I yield.

Mr. KNOWLAND. I am a little concerned from the point of view of the

number of employees in the Federal service. At this time, when the Senate and the Congress should be devoting considerable study to cutting down the number of Federal employees, it is somewhat disturbing to find that it is now proposed that the Congress create a new board to make a study which I think could be handled by existing agencies.

A short time ago the Congress passed a reorganization bill providing for the consolidation of various boards and a vast number of the agencies in the Federal Government which were built up during wartime. But the amendment would seem to be headed in the other direction; it would add to the number of Government agencies, rather than cut down the number.

Mr. DOWNEY. Mr. President, if the Senator desires to offer an amendment providing that the Board shall be entirely composed of persons drawn from governmental agencies, I shall not object. But I believe we should have persons on the Board from groups outside the Government, persons who would make a dispassionate and disinterested survey. Unless the Senator offers to my amendment an amendment to require that all the personnel of the Board shall come from Government agencies, I shall be inclined to stand on the amendment as it is now written.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from California.

Mr. WHITE. Mr. President, it seems to me an amendment of such importance should not be adopted without a larger attendance in the Senate.

Mr. BYRD. I agree with the Senator, and I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk called the roll, and the following Senators answered to their names:

Austin	Gurney	Myers
Ball	Hickenlooper	Revercomb
Bilbo	Hoey	Russell
Brewster	Huffman	Stanfill
Bushfield	Johnson, Colo.	Tunnell
Byrd	Knowland	Vandenberg
Capehart	McCarran	Walsh
Downey	McMahon	White
Ellender	Magnuson	Wiley
Fulbright	Millikin	Willis
Gossett	Mitchell	Wilson
Green	Moore	
Guffey	Morse	

Mr. WHITE. Mr. President, I announce that the Senator from New Jersey [Mr. SMITH] will be necessarily absent for the remainder of the day.

The PRESIDING OFFICER. Thirty-seven Senators have answered to their names. A quorum is not present. The clerk will call the names of the absent Senators.

The legislative clerk called the names of the absent Senators, and Mr. CHAVEZ, Mr. JOHNSTON of South Carolina, Mr. LA FOLLETTE, Mr. MAYBANK, and Mr. TAYLOR answered to their names when called.

The PRESIDING OFFICER. Forty-two Senators have answered to their names. A quorum is not present.

Mr. DOWNEY. Mr. President, I move that the Sergeant at Arms be directed to request the attendance of absent Senators at this somewhat important session of the Senate.

The PRESIDING OFFICER. The question is on the motion of the Senator from California.

The motion was agreed to.

The PRESIDING OFFICER. The Sergeant at Arms will execute the order of the Senate.

After a little delay Mr. CAPPER, Mr. LANGER, and Mr. YOUNG entered the Chamber and answered to their names.

After a little further delay Mr. HART, Mr. MEAD, Mr. O'MAHONEY, and Mr. RADCLIFFE entered the Chamber and answered to their names.

The PRESIDING OFFICER. Fifty Senators have answered to their names. A quorum is present.

CREDIT FOR MILITARY SERVICE FOR RETIREMENT IN THE CIVIL SERVICE

The PRESIDING OFFICE laid before the Senate the amendment of the House to the bill (S. 495) to amend further the Civil Service Retirement Act approved May 29, 1930, as amended, which was on page 2, line 6, to strike out all after "substitute" down to and including "benefits" in line 9.

Mr. DOWNEY. Mr. President, I am glad to turn from a somewhat controversial matter to one which I think is not controversial. The Senate recently passed a bill giving military personnel the right to claim credit for their military service in the civil retirement system.

As the Senate passed the bill, a member of the military forces had the right to elect whether he would receive a credit for his military or his civilian pay. It was placed in the alternative. The House has stricken out the alternative provision, so the veteran would have the right to be credited only with what his civilian pay was when he left the civil-service employment.

Mr. President, the difference between the House and Senate is not serious, and I move concurrence in the House amendment.

Mr. WHITE. Can the Senator tell us as to the attitude of the committee generally toward the House amendment?

Mr. DOWNEY. I can only say that it was discussed at some length before our committee, and there are different ideas pro and con. We finally decided to adopt the most generous viewpoint toward the member of the military personnel but I do not think it is a matter of serious concern. In most cases probably the civilian pay would be higher than the military pay, but in the case of a person who was a major, or a colonel, or a general, if there should be such a one who would be claiming this right, of course, the military pay would be higher.

Mr. WHITE. The Senator's motion is to concur in the House amendment?

Mr. DOWNEY. Yes.

PROHIBITION AGAINST DRAFTING MEN HAVING CHILDREN

Mr. REVERCOMB. Mr. President, will the Senator yield to me at this time?

The PRESIDING OFFICER. Does the Senator from California yield to the Senator from West Virginia?

Mr. DOWNEY. I yield.

Mr. REVERCOMB. On November 8 I introduced a Senate joint resolution

which later became known as Senate Joint Resolution 116. The purpose of it was to stop the drafting into the armed forces of men having children and to release men having children from the armed forces upon their application, if they assigned that as a ground. The joint resolution was referred to the Committee on Military Affairs, and on December 4 the Committee on Military Affairs acted adversely on a motion to report it favorably to the Senate.

At this time I wish to move to discharge the Committee on Military Affairs from further consideration of the joint resolution and that it be brought to the floor of the Senate and placed upon the calendar, to be taken up and considered by the Senate at a proper time.

Mr. President, I cannot but call the attention of the Senate—and I do so very earnestly—to the fact that for several days we have been taking action looking to the assistance of needy people in foreign countries. We have adopted a resolution to aid people in establishing their homeland, which was proper. Surely this Government is not going to forget its own people.

Mr. DOWNEY. Will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. DOWNEY. I am unwilling to pass the regular order of business to allow the Senator to proceed with this controversial matter.

Mr. REVERCOMB. Let me say to the Senator that I am merely going to make a motion, not for action upon the joint resolution, but merely to place it upon the calendar for action in the future when it may properly be brought up.

Mr. DOWNEY. Mr. President, I should have to raise a point of order on that. I hope the Senator will not impede the Federal pay legislation.

Mr. REVERCOMB. I think that in 2 or 3 minutes I could say all I care to say. I shall speak no further on it than to call it to the attention of the Senate, and to say that it is one of the most burning questions. I feel that before the Senate adjourns for the holidays it should take this action, and place the joint resolution on the calendar, so that at a proper time it may be acted on. I do not wish to interfere with the regular order of business, but I make the motion, and ask for a vote on it.

The PRESIDING OFFICER. The motion at this time is not in order.

Mr. DOWNEY. I hope—

Mr. REVERCOMB. Will the Senator yield further for an inquiry of the Chair?

Mr. DOWNEY. Yes; I yield for an inquiry of the Chair.

Mr. REVERCOMB. The Chair rules that I am out of order in making this motion. Upon what ground am I out of order?

The PRESIDING OFFICER. The Senator can ask unanimous consent, but a motion would be out of order, because under the rule such a motion could only be made during the morning hour under the order of "Introduction of concurrent and other resolutions."

Mr. REVERCOMB. Would the Senator from California yield for another inquiry addressed to him?

Mr. DOWNEY. I yield.

Mr. REVERCOMB. I hope the Senator will not make the point of order against my motion, because I am not asking that the important legislation to which I have alluded be passed upon, but merely that it be placed upon the calendar for future consideration. The motion can be voted upon in a minute, and the question I am presenting now thus be disposed of.

Mr. DOWNEY. I have no objection to the Senator making it in the form of a unanimous-consent request.

Mr. WHITE. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. WHITE. I understood the Chair to lay before the Senate a bill with an amendment by the House, and the Senator from California moved to concur in the House amendment. Is not the motion to concur in the House amendment debatable?

The PRESIDING OFFICER. Yes; that is the pending motion, and it is debatable.

Mr. WHITE. I presume, then, that under that ruling the Senator from West Virginia is clearly within his rights in debating the motion.

Mr. DOWNEY. Mr. President, I have the floor.

Mr. REVERCOMB. Will the Senator yield for a moment?

Mr. DOWNEY. I yield.

Mr. REVERCOMB. I merely wish to know whether the Senator from California is going to make a point of order against the motion to discharge the committee in order to bring this joint resolution to the calendar.

Mr. DOWNEY. I have already stated I shall not do so, if the Senator will ask unanimous consent of the Senate to that effect.

The PRESIDING OFFICER. Does the Senator ask unanimous consent?

Mr. REVERCOMB. It does not have to be in the form of a unanimous-consent request to get it before the Senate, unless the Senator objects to it. I ask that the motion be put as a motion to bring this joint resolution to the calendar.

The PRESIDING OFFICER. It requires unanimous consent. If the Senator will ask for that, the Chair will gladly present the request to the Senate.

Mr. REVERCOMB. I ask unanimous consent—

Mr. O'MAHONEY. Mr. President—

The PRESIDING OFFICER. Does the Senator from California yield to the Senator from Wyoming?

Mr. DOWNEY. I yield.

Mr. O'MAHONEY. The Senate is rapidly drawing to the conclusion of this session. To make a motion now, as the Senator from West Virginia does, in the absence of the chairman of the Committee on Military Affairs and the member of the committee who was acting chairman during the absence in Europe of the Senator from Utah [Mr. THOMAS], would seem to me not to be a recognition of the rights of a legislative committee.

I suggest to the Senator from West Virginia that, instead of attempting to make a motion which is clearly out of order, he state the reasons which impel

him to make the motion, make whatever remarks he cares to present on the matter, and then, when the parliamentary situation is cleared up and the members of the Committee on Military Affairs have been given notice that the Senator proposes to move to discharge the committee, he make his motion. I certainly think that a quorum call would have to be made now to try to bring the chairman of the Committee on Military Affairs to the Senate.

Mr. REVERCOMB. Mr. President, will the Senator from California yield?

Mr. DOWNEY. I yield.

Mr. REVERCOMB. Let me say that I have no objection whatsoever to the chairman of the Committee on Military Affairs being present. I wish he were here. A quorum call has just been ended, to which he did not respond. The Senator from Wyoming says that the Senator who acted as chairman during the absence of the Senator from Utah in Europe is not present. I am sure he has not looked about, because the Senator from Colorado [Mr. JOHNSON] is present on the floor of the Senate as I speak now.

I did give notice that this matter would be brought up before the Senate on a motion to discharge the committee. I think a great wrong is being done to the men in the service who have children, many of whom are sitting over in the Pacific area, some of them doing nothing. The Army and the Navy both have refused to discharge men on the ground that they have children, except those who have three children, and I think that before we take the Christmas holidays we can do nothing more in keeping with our duty than to see to it that this measure is placed on the calendar for the earliest consideration by the Senate.

I repeat, I am not asking for passage of the joint resolution at this time. I am merely asking that it be put upon the calendar for consideration. I hope the Senate of the United States will not turn down the motion at this time.

The PRESIDING OFFICER. Is there objection to the unanimous-consent request of the Senator from West Virginia?

Mr. JOHNSON of Colorado. Mr. President, I should like to ask the Presiding Officer what the status will be if the motion shall be agreed to.

The PRESIDING OFFICER. The usual procedure, the Chair is informed by the Parliamentarian, is that what is proposed by the Senator from West Virginia should be done by submission of a resolution which must lie over for 1 day. That is the regular procedure. Of course, the Senate can proceed by unanimous consent. That is what the Senator from West Virginia is now requesting. He is requesting unanimous consent, as the Chair understands, that the Committee on Military Affairs be discharged from further consideration of Senate Joint Resolution 116, and that the joint resolution be placed on the calendar.

Mr. REVERCOMB. That is correct, Mr. President. That is what my motion goes to. When the motion is made we cannot act on it today, but under rule XXVI, which appears on page 33 of the manual, the motion must lie over for 1 day at least before any action can be taken on it. All I request is that the

committee be discharged from further consideration of the joint resolution, and that it be placed on the calendar so that the whole Senate may consider this very important and urgent matter.

Mr. JOHNSON of Colorado. Mr. President, is it the object of the Senator from West Virginia in making the motion at this time to comply with the provision of the Senate rule that such a motion must lie over for a day?

Mr. REVERCOMB. Yes, Mr. President. It must lie over for a day.

Mr. JOHNSON of Colorado. I have no objection.

Mr. O'MAHONEY. Mr. President, if I heard correctly what the Senator from West Virginia said, I am sure he misunderstands the parliamentary situation. The Chair has correctly announced that a motion to discharge a committee should be submitted in writing and should lie over for a day. That is the regular rule of the Senate. The Senator does not wish to obtain action upon the measure, but he does seek to obtain action upon his motion to discharge the Military Affairs Committee.

Mr. President, it seems to me that the Senator, who himself is a very distinguished and able member of that committee, should not undertake in this summary manner to move to discharge the committee at least in the absence of the chairman of the committee. I have suggested to him that, since the chairman of the committee does not happen to be present, the Senator might make his statement, which is a very important statement and has a very strong appeal. I know, as he knows, that the members of the committee have been very much concerned about the matter, and I am merely suggesting to the Senator that in the interest of orderly procedure he should not press for action upon his motion at the moment. Let us proceed with the unfinished business, and then, in due course, if—

Mr. REVERCOMB. Mr. President, will the Senator from Wyoming yield to me?

The PRESIDING OFFICER. The Senator from California [Mr. DOWNEY] has the floor.

Mr. REVERCOMB. Mr. President, will the Senator from California yield?

Mr. DOWNEY. For what purpose?

Mr. REVERCOMB. To reply to the statement of the Senator from Wyoming.

The PRESIDING OFFICER. Does the Senator from California yield; and if so, to whom?

Mr. DOWNEY. I will yield to the Senator from West Virginia if he wants to ask that his request for unanimous-consent agreement be placed before the Senate.

Mr. REVERCOMB. That is exactly what I wanted to ask for at this time.

Mr. DOWNEY. Very well.

Mr. REVERCOMB. And the chairman of the Military Affairs Committee, Mr. President, will have ample opportunity to state his position when this matter comes up for consideration before the Senate.

Mr. President, I ask unanimous consent that the Military Affairs Committee be discharged from further consideration of Senate Joint Resolution 116, and that it be placed on the calendar.

The PRESIDING OFFICER. Is there objection to the request for unanimous consent made by the Senator from West Virginia?

Mr. LUCAS. A parliamentary inquiry. What is the request?

The PRESIDING OFFICER. The Senator from West Virginia has asked unanimous consent that the Military Affairs Committee be discharged from further consideration of the joint resolution which it now has before it, and that the joint resolution be placed on the calendar.

Mr. LUCAS. In the absence of the chairman of the committee, I object.

The PRESIDING OFFICER. Objection is heard.

Mr. REVERCOMB. Is there objection?

The PRESIDING OFFICER. Yes; objection was made by the Senator from Illinois.

Mr. REVERCOMB. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. REVERCOMB. Mr. President, I offer a resolution providing for the discharge of the Committee on Military Affairs from further consideration of the joint resolution under discussion, and that the joint resolution may be placed on the calendar.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and the resolution will be received and will lie over for a day.

The resolution (S. Res. 207) submitted by Mr. REVERCOMB, was received and ordered to lie over, under the rule, as follows:

Resolved, That the Committee on Military Affairs be, and it is hereby, discharged from the further consideration of the joint resolution (S. J. Res. 116) to direct and require the discharge of certain members of the armed forces, to prohibit the drafting of certain persons into the Army or Navy, and for other purposes.

Mr. REVERCOMB subsequently said: Mr. President, at this time I wish to announce that I have filed in writing a motion to discharge the Military Affairs Committee from further consideration of Senate Joint Resolution 116. I do not think it is necessary to make this announcement, but I do so in the presence of the able chairman of the Military Affairs Committee, the Senator from Utah [Mr. THOMAS], who is now present on the floor of the Senate, and state that tomorrow, under the rule, I desire to take up that motion.

Mr. THOMAS of Utah. Mr. President, if I am not out of order I should like to make a statement in reply to the statement made by the Senator from West Virginia. Of course, as chairman of the Committee on Military Affairs I would not resist the request of any member of that committee to have the committee discharged from the consideration of a measure, but I would not be fair to the Senate if I did not point out why such action would be unwise, especially if the action is taken at such a time as this.

The joint resolution in which the Senator from West Virginia is interested, stated briefly, provides that fathers shall not be drafted. The withdrawal of the

measure from the jurisdiction of the committee will make it possible for the measure to be placed on the calendar of the Senate and be acted upon. Before it can become law it would have to be passed by the House of Representatives and signed by the President of the United States. That would be impossible during the present session of the Congress, as everyone knows.

The procedure which the Senator from West Virginia is attempting to have followed can be brought into being by an order of the Selective Service System. It can be brought into being—

Mr. REVERCOMB. Mr. President, will the Senator yield?

Mr. THOMAS of Utah. Permit me to make the statement first, Mr. President, and then we will know what we are talking about, if that is not an unfair request.

It can also be brought into being by a mere statement on the part of the Army that it does not wish any more fathers to be drafted. Then the Selective Service System would, of course, respond to that statement. These things were pointed out in committee, and the chairman said that he, of course, would be opposed to taking the long route of attempting to bring about something by law which everyone wanted to see accomplished, if it could be accomplished, by action of the Army or the Selective Service System or otherwise.

Therefore the chairman spoke to the Secretary of War and he has spoken to the Selective Service Commission. The Executive order necessary is in the process of preparation. Whether it will be forthcoming or not I do not know. But I do know that the progress which has so far been made has advanced the attainment of the desired objective much further than it would be advanced even by the enactment of a law in the normal way, or by following the suggestion of the Senator from West Virginia and discharging the Committee on Military Affairs.

Mr. President, I have no objection at all to the resolution which the Senator has filed. I do not in any sense resent its being filed. But I do think if the Senator from West Virginia is earnest and honest and desirous of accomplishing the purpose contained in his joint resolution that it would be better to let the processes which are now working continue to work before the Senator starts something which might interfere with those processes.

Mr. REVERCOMB. Mr. President, let me assure the Senator from Utah and every other Senator present that I am earnest and honest and sincere in this effort, so much so that I am calling up before the Senate, tomorrow for full consideration the motion to discharge the Military Affairs Committee. Let me further say, without further debate today, that it is true that the War Department and the Navy Department and the Chief of the Selective Service System could do what the joint resolution proposes to do, but the Senator from Utah, the chairman of the Military Affairs Committee, knows as well as I do that they have not done

it. The Senator further knows that when the joint resolution was introduced and referred to the committee letters were written by the War and Navy Departments and the Selective Service to the committee opposing the joint resolution. There is now in the record on this subject sufficient evidence to enable us to know that they are not going to do what the joint resolution provides. That is the reason why Congress should act, because the executive officers will not act upon the subject.

CREDIT FOR MILITARY SERVICE FOR RETIREMENT IN THE CIVIL SERVICE

Mr. DOWNEY. Mr. President, I appeal to Senators to let us proceed with the Federal pay bill without bringing in extraneous matters. Many think that the Senator in charge of the bill can stop such discussions. Of course, he cannot. I hope Senators will allow us to proceed.

Mr. President, before proceeding with the pay bill I request that the Senate vote on the motion heretofore made, which I now repeat, that the Senate concur in the House amendment to Senate bill 405.

Mr. WHERRY. Mr. President, I ask the Senator from California to give us a statement concerning the amendment, so I at least may know what we are talking about.

Mr. DOWNEY. Mr. President, twice already that statement has been made, so I am very happy to make it the third time.

Mr. WHERRY. I wish to say to the Senator from California that I have just returned from a meeting of conferees, and do not know what is under consideration. I think I am entitled to an explanation.

Mr. DOWNEY. Mr. President, several months ago the Senate passed a bill providing that members of the military forces should be entitled to credit for the time spent in the military service in calculating their civil-service retirement rights if they had previously been employed in the civil service. The Senate provided that a soldier or sailor claiming that right could take credit, at his option, alternatively for his military pay or his civilian pay. The House has decided in its wisdom that he should not be given the alternative right to claim credit at the rate of his military pay, but only at what his civilian pay was while he was under the civil service, and I ask the Senate to concur in the House amendment.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from California that the Senate concur in the House amendment. The motion was agreed to.

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES

The Senate resumed the consideration of the bill (S. 1415) to increase the rate of compensation of officers and employees of the Federal Government.

Mr. DOWNEY. Mr. President, I would request a record vote upon the pending amendment to the pay bill.

Mr. BYRD. Mr. President, the Senator from California proposes an

amendment to Senate bill 1415. This amendment, I may say, was not considered by the Civil Service Committee. The amendment provides for the creation of "a commission to be known as the Federal Wage Commission which shall be composed of five persons appointed by the President. Members of the Commission shall be paid compensation at the rate of \$12,000 per annum and shall be reimbursed for travel, subsistence, and other necessary expenses incurred by them in the exercise of the functions of the Commission."

It shall be the duty—

The amendment says—

of the Commission to make a full and complete investigation with respect to salary and wage rates payable under existing law to officers and employees in or under the executive branch of the Government, and to report to the President and to the Congress at the earliest practicable date the results of its study and investigation, together with its recommendations concerning any necessary modifications in or revision of the Federal salary and wage structure.

Let it be understood, Mr. President, that this amendment refers not only to the employees under the classified civil service but likewise refers to the employees under what is known as the wage-board group. I think the submission of this amendment by the Senator from California emphasizes what the Senator from Virginia has been saying with respect to the pending legislation since it was taken up in the Senate on December 5, namely, that adequate information is not now available and that sufficient consideration has not been given to this very vital legislation.

If such an investigation as that proposed is needed and necessary—and I think the Senate and the House should have much more information than they now have with respect to this vital question—then the Senator from California is putting the cart before the horse. He should have the investigation before this wage increase legislation is passed, which provides an increase in the basic wages of the employees whom it affects, the increase to be a permanent one.

Mr. President, I merely want to say a word about the course of this legislation since it was reported to the Senate. It was reported to the Senate on December 5, and off and on has been debated by the Senate. The Senator from California has been very courteous and has yielded to a number of other Senators permitting them to take up for consideration bills in which they were interested, and which were of vital importance, I may say. But let me remind the Senate that this yielding on the part of the Senator from California has been a voluntary one. Not in a single instance, so far as I can recall in the five or six times he has yielded to the consideration of other legislation, has he requested a roll call or has he opposed to the point of submitting the matter to the Senate as to whether or not other legislation should supplant the legislation which was then pending. Then, Mr. President, after 10 days of this debate, this off-and-on debate, I may say,

the Senator from California, on December 15, as I recall, proposed an entirely new substitute for the bill which the Civil Service Committee had reported to the Senate. I shall have something to say later as to the method by which that bill was reported. But the Senator from California, as chairman of the Civil Service Committee, without any action on the part of the committee, and, so far as I know, without consulting any other member of the committee, on December 15 offered an entirely new substitute, with the exception of a single paragraph of three lines, for the bill he reported as chairman of the Civil Service Committee.

I cite that fact to show the confusion which exists with respect to this legislation. The chairman of the Civil Service Committee himself is not certain in his own mind as to what form the increase in compensation of employees of the Federal Government should take. The bill reported by the Civil Service Committee—and I may say not by a majority of the committee, but by only 5 out of 10 members—provided for a 20-percent flat increase, while the substitute proposed by the Senator from California on December 15 provided for a graduated increase, and was a complete change—a reversal of the position taken by the committee and the Senator from California.

If any charges of delay are made in connection with this legislation, let it be said that the chairman of the Civil Service Committee, the Senator from California, offered a substitute and after it was discussed for an entire day he withdrew the substitute, and the bill originally reported by the Civil Service Committee is back before the Senate.

We read in the newspapers of this morning that the Senator from California proposes again to offer his substitute thus completely reversing once more the method which he advocated in the Civil Service Committee for the increase of these salaries.

Mr. LANGER rose.

Mr. BYRD. Mr. President, does the Senator wish me to yield to him?

Mr. LANGER. I should like to take the floor in my own right.

Mr. BYRD. Let me say to the Senator that I expect to speak for some time.

Mr. LANGER. Mr. President, will the Senator yield?

Mr. BYRD. I yield.

Mr. LANGER. I wish to make it plain to my colleagues on this side of the Chamber that the pending amendment would create five or more jobs at \$12,000 a year for members of a brand new commission which in my judgment is absolutely unnecessary. In addition, the five members who might be appointed would have full authority to hire anyone they might think it was necessary to hire in order to assist them. The amendment provides that they shall be reimbursed for travel, subsistence, and other necessary expenses. There is no limit to the number of employees they could hire. As the ranking Republican member on the Civil Service Committee, I repeat that in my judgment this is entirely unnecessary.

Mr. HICKENLOOPER. Mr. President, will the Senator from Virginia yield to me so that I may ask the Senator from North Dakota a question?

Mr. BYRD. I yield.

Mr. HICKENLOOPER. I ask the Senator from North Dakota, who is the ranking Republican member on the Civil Service Committee, whether he knows of any testimony, evidence, or investigation on the part of the Civil Service Committee into the subject matter of the pending amendment.

Mr. LANGER. At no time has there been even a suggestion that a committee of three, five, seven, or any other number should be appointed by the President for this purpose.

I invite attention to subparagraph (b):

(b) It shall be the duty of the Commission to make a full and complete investigation with respect to salary and wage rates payable under existing law to officers and employees in or under the executive branch of the Government, and to report to the President and to the Congress at the earliest practicable date the results of its study and investigation, together with its recommendations concerning any necessary modifications in or revision of the Federal salary and wage structure.

In other words, those five members and the horde of assistants whom they might employ would be on the pay roll for the remainder of this year, all of 1946, all of 1947, and all of 1948. No time limit is set for the submission of a report. I wish to make it clear that I am unequivocally opposed to the amendment.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. BYRD. I yield.

Mr. DOWNEY. The distinguished Senator from Virginia has seen fit to indulge in much criticism of the conduct of the chairman of the Committee on Civil Service. Regardless of the motive from which the criticism springs, it does not advance the cause of government, of statesmanship, or of the Federal employee. If I were as culpable as the distinguished Senator would have his auditors believe such criticism would not accomplish anything for the Federal employees. Let me say this—

Mr. BYRD. Mr. President, I will not yield indefinitely. If the Senator wishes to make an oration he can do so in his own time.

Mr. DOWNEY. Let me say this to the distinguished Senator: By presenting the amendment which he proposes to offer, and which is on the desk, he is totally shifting the method of calculating the increase in compensation of Federal employees, so that Senators will become confused in weighing the proposal in the bill and the proposal of the Senator from Virginia. I do not say that he has done so designedly, but that is certainly the effect. So far as I am concerned, I shall attempt to bring before the Senate a parallel proposal, following the same type of formula which the Senator from Virginia is using. The Senator can censor the chairman for doing so if he so desires, but the chairman believes that that should be done in the interest of clarity.

Mr. BYRD. Mr. President, these are the facts: The amendment which has

been drawn by the Senator from Virginia follows exactly and extends the formula which was adopted for the increase which went into effect on July 1 and is now in effect. It proposes the same type of increase, except that the percentage is raised. The Senator from California, as a member of the Civil Service Committee, voted for that bill when it was reported last June.

There is nothing new or strange about the proposal. It so happens that the Senator from Virginia believes in a graduated scale. I believe that the increases should be graduated, and that there should not be a horizontal increase, as proposed by the Senator from California in both his bills—the one before us now and the one last June when he proposed a horizontal increase of 15 percent. The committee overrode him and adopted the formula which merely would be extended by the amendment intended to be proposed by the Senator from Virginia.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. BYRD. I yield.

Mr. DOWNEY. Is it not true that the bill reported from the committee provided for a 20-percent increase over the basic increase which was given on July 1, 1945, while the Senator, in his proposal, would wipe out that basic increase and go back to a prior date?

Mr. BYRD. My amendment would go back to the formula which previously has been adopted by the Congress, and has been in use for nearly 6 months, so nothing new has been sprung on the Senate. Nothing new has been done. My amendment would merely extend the present law, which I may say has been eminently satisfactory—more so than the flat increase proposed by the Senator from California last June would have been.

Mr. President, I do not wish to criticize the Senator from California. I hope he will not think that I am doing so, because I am not. But he is the chairman of an important committee. Frankly, I feel that when the chairman of a committee reports a bill he should not offer a complete substitute for the bill without consulting members of the committee. I have never known of such a thing being done during the entire time that I have been a Member of the Senate.

Mr. CHAVEZ. Mr. President, will the Senator yield?

Mr. BYRD. I yield.

Mr. CHAVEZ. The Senator from Virginia has clearly stated my objections to the pending amendment. Some of us felt that possibly the committee which was handling the bill was correct, and I was willing to do my share and contribute what little I could toward disposing of the bill. But daily, when we are ready to vote on the bill, we find ourselves confronted with a new proposal. I know there are some of us who are ready to vote on the question whether the bill reported by the committee should be passed. But once in a while we become somewhat confused.

Mr. BYRD. I may say to the Senator from New Mexico that I do not think he will have such an opportunity, because the Senator from California is going to

present a substitute for the committee bill.

Mr. CHAVEZ. That is the point I am making. I am willing to vote for the bill which was reported by the Senator from California for the committee, but I am not willing to approve of a situation in which, every time a Senator suggests something other than the committee bill, the chairman of the committee comes forth with a new proposition which has not been discussed by the committee. As I have said, I am willing to vote now on the bill which was reported by the committee.

Mr. DOWNEY. Will the Senator yield?

Mr. BYRD. I yield.

Mr. DOWNEY. So far as I am concerned, I am willing to vote immediately on the bill. I think the bill is only a fair and equitable proposal, and I want it more than anything else.

The distinguished junior Senator from Virginia has a substitute which he intends to offer for the bill. It provides a totally different formula which I know has confused the Federal workers and will confuse Senators. If the distinguished Senator from Virginia makes that proposal, I intend to move to amend it so that the Senate will understand what is being proposed. I do not believe it will be understood unless it is amended.

So far as I am concerned, I wish to have the bill passed as reported by the committee; I am prepared to vote on it immediately, and I shall request a vote on it now, if the Senator from Virginia does not desire to press his amendment, which is substantially in the nature of a substitute.

Mr. CHAVEZ. Mr. President, will the Senator from Virginia yield to me once more?

Mr. BYRD. I am glad to yield.

Mr. CHAVEZ. I am in agreement with the Senator from California, but the Senator from Virginia has a right to present any amendment which he sees fit to present. Why not dispose of the amendment and defeat it if we can—and I think we can. But why have the chairman of the committee, who has reported a bill which many of us think is correct, suggest every day in the week that it has to be amended?

Mr. BYRD. I think the remarks of the Senator from New Mexico are well taken.

Mr. President, I simply wish to say a word to the Senate regarding the great importance of the proposed legislation which is being considered in such a confusing manner. The pending measure affects approximately two and one-half million employees, in that while it directly applies only to what is known as the Classification Act group, which constitutes 40 percent of the employees, it actually applies to all Government employees because if we increase the salaries of the 40 percent who are included within the so-called Classification Act group, it naturally follows that the other 60 percent will receive similar increases.

The wage board group, as of September 30, 1945, had 889,000 employees. The postal group had 437,000 employees.

The Classification Act group, to which the pending bill refers, had 1,100,000 employees, while all the others aggre-

gated 1,187,000, making a grand total, as of September 30, 1945, of 2,613,000.

In addition to that, Mr. President, there are employees outside the continental United States. They number 500,000 or 600,000. If the 20-percent increase provided by the bill is applied to those employees, the total annual cost to the Federal Government will be \$1,279,000,000.

Mr. President, the increase proposed by the bill is a permanent increase. There is nothing temporary about it. Once it is passed, it will remain on the statute books for many years to come, and, do not forget, it will continue in force after the cost of living goes down. While it is true that Federal employees do not receive increases promptly when the cost of living goes up, it is also true that they will continue to receive increases such as the one proposed by the pending measure long after the cost of living goes down—in the event that it does.

The pending bill would mean an increased cost upon the Federal Treasury, directly and indirectly, of \$1,279,000,000 annually. I think that is a vital question. The amount involved is as much as the total cost of the Government was in 1916. Most of us remember the first billion-dollar Congress. The Senator from Maine [Mr. WHITE] probably knows more about it than I do. I think it was in 1915 or 1916 that we had the first billion-dollar Congress. The amount involved in this bill is one-fourth the total cost of the Government when I came into the Senate in 1932. At that time the total cost of the Government was \$4,000,000,000 a year.

Mr. President, by reason of my efforts to obtain information so that we could write a fair, reasonable, and equitable bill, I have been put in the position of being opposed to fair increases, and the Washington newspapers have never lost an opportunity to try to make the Federal employees in Washington believe that I have taken that position. But that is not true. I advocated as forcefully as I could the 15 percent or 16 percent increase which was made on July 1 last. I have the privilege of representing a State which, I believe, has the largest percentage of Federal employees, in proportion to its population, of any State of the Union; and I wish to say that I am proud to have those people—the great majority of whom are splendid, fine men and women—working for the Federal Government.

I favor now an increase in proportion to the cost of living since 1921. I have said time and time again, and I do not take back one word of it, that I think there are entirely too many employees in the Federal Government. The Senator from California differs with me on that point. Of course, he is entitled to his opinion, and I am entitled to mine. I firmly believe that we should reduce the personnel of the Government, which is in excess of 3,000,000, as it now stands, to less than one-half that number, and that then the affairs of our Government would be conducted in a more efficient manner than they are now conducted. I believe in reducing the number of employees to a minimum and then paying

the number who remain a fair and livable salary. I have worked to that end, Mr. President, notwithstanding the criticism which have been made of me, and I shall continue to do so. I believe that the Virginia constituents whom I represent, comprising many thousands of Government employees, feel that I am doing what I can to see that they obtain justice, and at the same time to do justice to the Government and to the taxpayers of the United States.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. BYRD. I yield.

Mr. DOWNEY. I wish to call the attention of the distinguished Senator from Virginia to the fact that I have never by any remark expressed any implication of criticism against the Senator from Virginia or in any way have doubted his sincerity.

Mr. BYRD. I did not mean at all that the Senator from California was doing it.

Mr. DOWNEY. In all fairness, I think both the Senator and I might agree that while there have been colloquies and controversies and perhaps some criticism directed against the chairman of the committee, the truth of the matter is that the chairman of the committee believes there should be a certain increase and the Senator from Virginia believes that the increase should be substantially less than that.

Mr. BYRD. That is correct.

Mr. DOWNEY. That is the controversy between us.

Mr. BYRD. The Senator has correctly stated it. I did not in any way intend to suggest that the Senator from California had criticized me, because so far as I know he has not done so. The only criticism I have made of the Senator from California is in regard to the manner in which he, as chairman of the Civil Service Committee, has conducted the hearings and in regard to his anxiety and haste in reporting this vitally important bill without holding adequate hearings, and then, after reporting it, offering a substitute for a bill which 5 out of 10 members of the committee had requested him to report. It should be said that I voted against it. I assert, Mr. President, that that is an unheard of procedure in the Senate.

There are 16 classifications of the civil service, embracing all kinds of employees, including charwomen. Then there are the judicial branch and the legislative branch. I believe that a vital question of the kind which confronts us at the present time should be settled in committee instead of being settled by discussing it on the floor of the Senate. The Senator from Iowa [Mr. HICKENLOOPER], the Senator from Connecticut [Mr. HART], and myself were compelled to offer in the Senate a schedule of rates which had not been submitted to the committee because we had no opportunity to do so. Instead of a flat increase of 20 percent, we favored a graduated increase. The Senator from California knew that.

Mr. President, I have no criticism to make personally of the Senator from California, but I believe—and I say so from 12 years of experience as a Member

of the Senate—that I have never known of a chairman of a committee to refuse a substantial membership of the committee an opportunity to examine witnesses. I shall not discuss the matter further. But I know that when a member of any committee of which I have ever heard, desired to have witnesses appear before the committee, he was permitted to have the witnesses come and give their testimony. We wanted certain witnesses to be given the permission to appear before the committee, and the Senator from California thought that such a request was arbitrary on the part of the Senator from Virginia. The Senator from Connecticut, the Senator from Iowa, and I protested in the report against the witnesses not having been called.

Mr. President, I do not wish to delay the disposal of the pending bill. During the pendency of this bill, the Senator from California, of his own accord, has from time to time permitted other legislation to be considered by the Senate. That statement is in no way a criticism of him or his zeal in connection with the dispatch of the pending bill. The other legislation to which I have referred was of vital importance, and I think the Senator from California properly yielded in order that the legislation might be considered. As I have said, I have no desire to delay consideration of the pending bill. I stated yesterday that I was willing that an hour be agreed upon at which time the bill could be disposed of. However, an objection was made by the Senator from Oregon [Mr. Morse], and an agreement could not be reached.

Mr. DOWNEY. Mr. President, with the objective of expediting the handling of the pending bill, which I know the Senator from Virginia and myself wish to do, may we not have some kind of an understanding that the Senator from Virginia will present his amendment? In order to clear the air I will withdraw the pending amendment, and if the Senator from Virginia does not desire to present his amendment we can then proceed to vote on the bill.

Mr. BYRD. I think the Senator from Virginia and other Senators associated with him have the right to know whether the Senator from California proposes to offer a substitute for the bill. If he intends to do so I prefer to offer my amendment to the substitute. I saw in the newspapers this morning that the Senator had announced he would make a determined fight in behalf of a substitute, which he himself would present to the Senate for the entire bill.

Mr. DOWNEY. Mr. President, as I have already stated, the bill as reported to the Senate provided for a straight 20 percent increase on top of the 16 percent increase in basic pay which we gave last spring. The distinguished Senator has lying on the desk an amendment providing for a totally different formula. I may say that perhaps it is a better formula than mine, but it is different. He would repeal the basic increase which was granted last July, and in lieu thereof and in addition thereto he would give, as I understand it, an increase of 36 percent upon the first

\$1,200, 18 percent on all sums from \$1,200 to \$4,600, and 9 percent on all sums above \$4,600. I have before me a calculation, which I am very sure is correct, showing—

Mr. BYRD. Mr. President, I do not wish to yield in order that the Senator may explain my amendment. I think I should have the opportunity of explaining it myself.

Mr. DOWNEY. What I desire to say is that in the interest of clarity, I believe that the matter would be much more clearly understood by the Senate if I should meet the Senator on his own formula and present the kind of increases which I think should be granted over the rates which existed prior to last July, in order only to meet the present standard of living. In other words, in the amendment which I intend to present, if it seems proper to do so, to the amendment offered by the Senator from Virginia, I am seeking only a sufficient advancement in the various brackets to bring all employees from a practical standpoint up to a cost-of-living standard, plus something above that for the workers in the very lowest groups. Perhaps the Senator from Virginia has better judgment with regard to this matter than I have.

Mr. BYRD. I would not say that I have any better judgment.

Mr. DOWNEY. However, if it seems strategic to do so, it is my intention to offer the amendment.

Mr. BYRD. The Senator from California changes front too often. There is nothing personal in that statement, and the RECORD will so show. When on December 15 the Senator offered his proposal, the RECORD will show that he said the formula proposed by the Senator from Virginia was better than his. Yet, only a few moments ago, he said that while the Senator from Virginia was not trying to confuse the Senate, the effect of his amendment was to confuse the Senate, and he commended the graduated basis.

Mr. DOWNEY. Mr. President, what the chairman of the committee intended to say was this: It would be confusing if the Senate had before it the original bill providing for a 20-percent increase over the basic allowance which had been granted, and then were presented with an amendment of the Senator from Virginia cast in an entirely different form.

Mr. BYRD. Mr. President, I think that is the most remarkable statement that I have heard for a long time. In other words, no Senator should offer an amendment which differs from the policy set forth in the pending bill. I do not approve of the flat increase proposed by the Senator from California, and never have approved it, and therefore I offer the amendment.

Mr. DOWNEY. Mr. President, I am not complaining about that. I merely say that in order that the Senate may understand the two parallel proposals, the chairman of the committee intends to offer an amendment as a substitute for the Senator's amendment, cast in the same type of formula as his is cast.

Mr. BYRD. The Senator himself offered a substitute on December 15 for his own bill.

Mr. DOWNEY. I may say to the distinguished Senator that that was done with the belief that the Senator from Virginia was prepared then to offer his amendment.

Mr. BYRD. No; I told the Senator from California that I would not offer my amendment until he had offered his substitute.

Mr. LA FOLLETTE. Mr. President, will the Senator yield?

Mr. BYRD. I yield.

Mr. LA FOLLETTE. I am not a member of the Civil Service Committee, and therefore I have not had the opportunity which would go with membership on that committee to make a study of the complex wage structure of the Government service. But I do not believe that it is necessary for any Member of the Senate to be a member of the Committee on Civil Service, or to make a very detailed study of this situation in order to know that today there are thousands upon thousands of employees of the Federal Government who are trying to live on wages and salaries which are disgraceful to a republic having the resources and productive capacity of ours.

The appeal which I should like to make to the Senator from California, who is in charge of this bill, and to the Senator from Virginia, who is a member of the committee, is that they do not become involved in a controversy over parliamentary procedure of who goes first or who goes second with his amendment, because the employees in the lower-income brackets who are working in Government service are, as every Member of the Senate knows, suffering as a result of the tremendous increase which has taken place in the cost of living.

The able Senator from Virginia and those who support him have from the beginning, as I understand, acknowledged that there should be some action taken in behalf of the employees of the Government, and the Senator from California has so stated over and over again on the floor. It is to be presumed that the Members of the Senate can evaluate these two amendments after they have been adequately explained by their proponents, and it seems to me a question of tweedledum and tweedledee as to whether the Senator from California offers his amendment and the Senator from Virginia offers his as a substitute, or vice versa. Even if there is some advantage to be gained depending on whether we vote on this matter from the standpoint of the Senator from Virginia or that of the Senator from California, affirmatively or negatively, depending upon how we stand upon this issue, I urge, prior to the Christmas season, that the Senate should have an opportunity to vote on this question after all this debate. I appeal to the two able Senators to agree upon some form of parliamentary procedure, and let us get down to the question of voting on these proposals. We have debated this subject on and off for weeks, and I make this appeal in all sincerity to both the Senator from Virginia and the Senator from California.

I say again, it is to be presumed that Senators will understand the main issues involved in the amendments as be-

tween that of the Senator from California and that of the Senator from Virginia, and I personally do not believe there is any great advantage either way, whichever proceeds first. But in the name of the employees of the Government who are suffering as a result of our failure to act upon this measure, I appeal to these two able Senators to get together and agree upon procedure, and let us, after a reasonable amount of debate, come to some determination of the issue.

I thank the Senator from Virginia for yielding to me.

Mr. BYRD. Mr. President, I repeat what I have said, that when the chairman of the committee reports a bill and then offers a complete substitute for it, the substitute should be perfected before amendments are considered. I think that is the proper parliamentary procedure.

If the Senator from California intends, as he announced in the press this morning, to offer a complete substitute for the committee bill, then it should be offered, and other Members of the Senate should have the right to amend it.

Mr. DOWNEY. Mr. President—

The PRESIDING OFFICER (Mr. MURDOCK in the chair). Does the Senator from Virginia yield to the Senator from California?

Mr. BYRD. I yield.

Mr. DOWNEY. I am very grateful to the distinguished Senator from Wisconsin, who as usual has made a powerful and logical appeal. I personally wish to abide by exactly what he has said. As chairman of the Committee on Civil Service, reporting the bill, I desire to state to the Senator that I think the Senator from Virginia is correct. I probably do not have the ethical right to offer an amendment in the form of a substitute for the bill. On the other hand, if the distinguished Senator from Virginia offers his amendment as a substitute, as a Senator I think I have a right then to seek to amend his amendment to bring it more in line with the committee bill.

Mr. LA FOLLETTE. Mr. President, will the Senator from Virginia yield to me further?

Mr. BYRD. I yield to the Senator from Wisconsin.

Mr. LA FOLLETTE. With all due respect to the statement made by the Senator from California—and I understand the position he is in—it seems to me clear that the Senator from California, in the manner in which he reported the bill, cannot expect to get a vote upon the bill as it stands without some amendment being offered to it. The opportunity will not come to the Senate to vote for the bill as reported from the committee until all amendments in the nature of substitutes have been disposed of.

The employees of the Government who are suffering, especially those in the lower income brackets, cannot eat parliamentary procedure. The only benefit they can get is for the Senate ultimately to get down to business and settle the issues which are involved.

Any Senator who wishes to vote for the bill as it came from the committee can do so by voting against all substitutes,

and thus arrive at a point, if he has a majority, where he can vote on the bill itself.

Since it is evident that there is to be a substitute offered, and that there is to be a substitute offered for the substitute, I hope the Senator from Virginia and the Senator from California will be able shortly and immediately to arrive at a conclusion, and let the Senate proceed to take some action. If a majority of the Senate do not wish any increase for these employees, they can vote the measure down, but I do not believe there is a Member of the Senate who does not acknowledge that we are doing injustice to these employees of the Government, who do not have the right to strike, and who must, in the last analysis, take what the Congress and the Executive determine shall be their wage. I therefore hope that these two able Senators will be able to agree.

I repeat, I do not think anything will be lost to either side, as a matter of advantage. I wish to appeal to the Senator from California, since he is in charge of the bill, and since I know of his interest in the plight of the underpaid persons in the Government service, to take whatever action is necessary so that we may proceed to get to the issues in this matter and resolve them one way or the other.

Mr. HICKENLOOPER. Mr. President, will the Senator from Virginia yield to me so that I may ask a question of the Senator from California?

Mr. BYRD. I yield.

Mr. HICKENLOOPER. Let me ask the Senator from California if I have the situation correctly in my mind. As I understand, the Senator from California said a moment ago that if the Senator from Virginia proposes his amendment, the Senator from California then intends to propose a substitute for that amendment, which will follow substantially the same formula, except at a different rate. Is that correct?

Mr. DOWNEY. I anticipate I may do that.

Mr. HICKENLOOPER. I understand that the Senator from California stated just a moment ago that he did not approve of or agree with the formula principle set up in the amendment offered by the Senator from Virginia, that he preferred the straight across-the-board 20-percent increase contained in the original bill.

Mr. DOWNEY. No, Mr. President, that is not correct. At least, I did not mean to say that.

Mr. HICKENLOOPER. I understood the Senator to say that.

Mr. DOWNEY. I very much prefer the 20-percent increase to the increase suggested by the Senator from Virginia, but I should be entirely happy to follow the general formula of the Senator from Virginia. I do not think it makes any difference, except I say his rates are much too low.

Mr. HICKENLOOPER. I understood the Senator from California to say a while ago that he preferred the original bill, which provided a straight 20-percent increase right across the board in all classifications, and that he would be will-

ing to drop everything and accept that provision at this time.

Mr. DOWNEY. Will the Senator from Virginia yield?

Mr. BYRD. I yield.

Mr. DOWNEY. Yes; I should like very much to have that bill, and very much prefer that bill, because it would give a greater increase to the Federal employees than either of the amendments which are being discussed. I do not think it is very important which formula we follow, but I do think the amount the Federal workers will get is of vast importance.

Mr. HICKENLOOPER. I was moved to ask these questions by what apparently would be the peculiar position of the Senator from California if he proposed his substitute to the amendment offered by the Senator from Virginia and his substitute prevailed. Then he would find himself with a bill on his hands which I understood him to say he did not approve of, and he would be using that bill to discard a bill which he had previously announced he favored.

Mr. DOWNEY. Mr. President, the Senator has misunderstood me. I have no objection to the formula used by the Senator from Virginia and the Senator from Connecticut [Mr. HART] and the Senator from Iowa [Mr. HICKENLOOPER]. I am very unhappy over what I consider to be the meager results of the formula.

If the Senator from Virginia will further yield, we are approaching a time when we cannot expect a quorum. I think I am going far beyond anything that ethics require me to do, but I will meet the request of the Senator from Wisconsin. I will agree with the distinguished Senator from Virginia, if it is what he wants, and is the only thing that will bring action, that I will not present any amendment or substitute to his amendment. If he will call it up, debate it, and then allow a short statement from me, we can proceed to vote on his amendment, if that is what he desires. Otherwise, if he desires to lay his amendment aside and vote in the next hour on the bill itself, I shall be happy to do that.

Mr. BYRD. Mr. President, there is an amendment pending which I think will have to be acted on.

Mr. DOWNEY. If that is the Commission amendment, I have withdrawn it.

Mr. BYRD. Has the amendment that was pending been withdrawn?

Mr. DOWNEY. Mr. President, I stated that in order not to delay the Senator in the consideration of his amendment I would withdraw the pending amendment.

The PRESIDING OFFICER. The amendment is withdrawn.

Mr. BYRD. Mr. President, the Senator from Virginia has taken the position that the Senator from California, the chairman of the committee, should perfect the bill, and, therefore, in the event he desired to offer a substitute, that the substitute should be offered first. Is it the intention of the Senator from California not to offer his substitute even though the amendment of the Senator from Virginia prevails?

Mr. DOWNEY. Mr. President, I am not going to bind myself not to offer

amendments later on. I will state to the Senator that I will not offer any amendment to his amendment, but will allow it to be voted on by the Senate without offering any substitute for it or any amendment to it.

Mr. BYRD. But if the amendment of the Senator from Virginia should be adopted it would be a substitute for the bill. If that amendment should be adopted, would that conclude the proceedings or would the issue then be between the bill as the Senator from California, as chairman of the committee, reported it from the committee, and the substitute which the Senator from Virginia, the Senator from Iowa, and the Senator from Connecticut propose?

Mr. DOWNEY. Mr. President, the Senator from California is not willing to bind himself further than this: He has agreed that he will not present any amendment to the amendment offered by the Senator from Virginia, but will allow a speedy vote upon that amendment. The Senator from California cannot bind himself further than that.

Mr. President, I think it might very well be that then it would be a question between the bill as originally reported and the bill as amended.

Mr. BYRD. In view of the fact that the Senator from California has already offered a substitute, which was withdrawn by him, what is his objection to offering it again? I think the chairman of the committee, in the position he is now in, should perfect the bill which is before the Senator, and then if other Senators choose to do so they may offer other amendments.

Mr. DOWNEY. Mr. President, I think the criticism which was made of me by some Senators who oppose the bill that probably the chairman of a committee does not have a right to offer a substitute to the bill is correct, and I am not going to offer any amendment as a substitute for the bill.

The PRESIDING OFFICER. The bill is still before the Senate and open to amendment.

If there be no further amendments to be offered, the question is on the engrossment and third reading of the bill.

Mr. WHITE. A parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. WHITE. Unless there are amendments to be offered, am I correct in my understanding that the bill has reached the stage of engrossment and third reading?

The PRESIDING OFFICER. There are no amendments pending. If there are no amendments to be offered, the bill is now at the stage where the Senate is ready to consider the question of the engrossment and third reading of the bill.

Mr. BYRD. Mr. President, the bill is still in the amendment stage, as I understand.

The PRESIDING OFFICER. Yes; but Senators should present amendments immediately if they want them considered.

Mr. BYRD. Mr. President, carrying out the understanding with the Senator from California that a substitute will not

be offered for the amendment, I now offer an amendment in behalf of myself, the Senator from Iowa [Mr. HICKENLOOPER] and the Senator from Connecticut [Mr. HART], which takes the place of two amendments which have already been offered and have been printed. I may say, Mr. President, that there is no change in the language of the amendment. The language is just the same, except that the two amendments are consolidated into one amendment.

I send the amendment to the desk and ask to have it stated.

The PRESIDING OFFICER. The amendment will be stated.

The CHIEF CLERK. Beginning on page 1, line 3, it is proposed to strike out all down to and including line 16 on page 3, and to insert in lieu thereof the following:

That (a) the first sentence of section 405 (a) of the Federal Employees Pay Act of 1945 is amended to read as follows: "Each of the existing rates of basic compensation set forth in section 13 of the Classification Act of 1923, as amended, except those affected by subsection (b) of this section, is hereby increased by 36 percent of that part thereof which is not in excess of \$1,200 per annum, plus 18 percent of that part thereof which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum, plus 9 percent of that part thereof which is in excess of \$4,600 per annum."

(b) (1) The proviso to the fifth paragraph under the heading "Crafts, protective, and custodial service" in section 13 of the Classification Act of 1923, as amended, is hereby amended to read as follows: "Provided, That charwomen working part time be paid at the rate of 88 cents an hour, and head charwomen at the rate of 93 cents an hour."

(2) Such section is amended so as to provide the following rates of compensation for positions in the clerical-mechanical service:

Grade 1, 88 to 95 cents an hour.

Grade 2, \$1.01 to \$1.09 an hour.

Grade 3, \$1.17 to \$1.23 an hour.

Grade 4, \$1.31 to \$1.45 an hour.

(c) The increase in existing rates of basic compensation provided by this section shall not be construed to be an "equivalent increase" in compensation within the meaning of section 7 (b) (1) of the Classification Act of 1923, as amended.

SEC. 2. Section 602 of the Federal Employees' Pay Act of 1945 is amended by inserting after the words "section 405 of this act", wherever they occur in such section, a comma and the words "as amended."

SEC. 3. (a) The first sentence of section 501 of the Federal Employees' Pay Act of 1945 is amended to read as follows: "Except as provided in section 503, each officer and employee in or under the legislative branch to whom this title applies shall be paid additional compensation computed as follows: 36 percent of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 18 percent of that part of such rate which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum, plus 9 percent of that part of such rate which is in excess of \$4,600 per annum."

(b) The first sentence of section 521 of such act is amended to read as follows: "Each officer and employee in or under the judicial branch to whom this title applies shall be paid additional basic compensation computed as follows: 36 percent of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 18 percent of that part of such rate which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum, plus 9 percent of that part of such rate which is in excess of \$4,600 per annum."

SEC. 4. Section 603 (b) of the Federal Employees' Pay Act of 1945 is amended by inserting after the words "by reason of the enact-

ment of this act" the words "or any amendment thereto."

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Virginia [Mr. BYRD].

Mr. HICKENLOOPER. Mr. President, I wish to discuss the amendment which has just been offered. Prior to the remarks which I have to make I should like to read a brief statement delivered to me by the senior Senator from New Jersey [Mr. HAWKES], who was called away by illness in his family, and who asked me to read this statement in his behalf with respect to the amendment and the bill. The statement of the Senator from New Jersey is as follows:

I have carefully examined the graduated scale of increases in wages for Federal employees, as presented by the distinguished Senator from Virginia [Mr. BYRD], and it is my earnest hope that the Senate may take action upon that amendment and adopt it in order that the relief and compensation suggested therein can be given to those affected by the amendment and the bill without delay.

I do not believe there is a Senator who does not wish to do the right thing for Government employees as related to all other people in the United States.

The fact that this amendment does not go so far as the recommendation of the bill presented by the Senator from California, chairman of the Civil Service Committee, is not nearly so important as the granting of some prompt relief to those who need it at the present time in connection with the cost of living.

I am not going into a long discussion of the merits of the case, but to my mind this amendment of the Senator from Virginia brings the compensation of all those getting \$2,000 a year or less up to a point where their total increase will either be in excess of or approximately equal to the increased cost of living, as furnished by the best agencies we have to rely upon.

I should like to point out that our big job is not to increase wages and salaries, but rather to start production of all things needed by the people and stimulate this production in such a way that we will control the cost of living rather than let the cost of living get completely out of control and then try to catch up with it by increase upon increase in wages and salaries.

Increasing wages and salaries, and I might even say excessive earnings by those in business and industry, only leads to higher costs of all the things required by each of us for a reasonable and comfortable living. By following such a process we feed the flames of inflation, and I have no predilections to make as to whether continuing increases in wages and salaries can possibly bring about equity as related to living costs.

I am in favor of prompt increases as provided in the amendment of the Senator from Virginia, and there is no better time to make those increases than right now. If this is accomplished now, our next move should be to study the whole situation further as related to all of these employees and all other employees in the United States pertaining to the present cost of living as well as the future cost of living.

Congress must try to do equity with all Government employees as related to other employees in business and industry throughout the United States.

If we pass this amendment today there is nothing to prevent our continuing our study with reference to Government employees; and the Congress will have power to raise their wages further if a careful and thorough study of the situation convinces us that

justice to Government employees demands further consideration as to their compensation when the Congress reconvenes next year.

Again I emphasize that the thing which is quite as important as bringing the salaries up to the proper level is to use our best endeavors to keep the cost of living from running away from any salaries or wages which we may establish from time to time.

I shall vote for the amendment of the Senator from Virginia, and it is my earnest hope that this amendment, which brings relief in keeping with the increased cost of living to those in the brackets of compensation where it is most needed, should be passed by the Senate and promptly approved by the House of Representatives.

Mr. President, that concludes the statement of the Senator from New Jersey, which he requested to have read.

Mr. LANGER. Mr. President, will the Senator from Iowa yield for a question?

Mr. HICKENLOOPER. I yield to the Senator from North Dakota.

Mr. LANGER. Looking at the amendment proposed by the Senator from Iowa, the Senator from Virginia, and the Senator from Connecticut, and comparing it with the schedule submitted, the schedule stops at \$9,895. Under the proposed amendment I do not see anything which would prevent a man receiving a salary of \$10,000 from getting an increase of 9 and a fraction percent.

Mr. HICKENLOOPER. I think there is nothing in this amendment which would prevent it.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. I yield.

Mr. BYRD. The present law provides for a limit of \$10,000, and this amendment would not repeal that section of the law.

Mr. LANGER. So the increase would be limited to salaries below \$10,000? I may add that I have not previously seen the amendment, and have not had an opportunity to consider it.

Mr. BYRD. The present law provides that no salary in excess of \$10,000 shall be paid without special enactment by Congress.

Mr. HICKENLOOPER. That was the provision of the bill which we passed last July.

Mr. BYRD. I am told by the legislative counsel that the Classification Act covers salaries up to \$9,800. But the present law provides that no salary in excess of \$10,000 shall be paid, except pursuant to a special enactment by Congress.

Mr. LANGER. Would the Senator from Virginia mind explaining the difference between his proposal and that of the Senator from California?

The PRESIDING OFFICER. Does the Senator from Iowa yield for that purpose?

Mr. BYRD. The Senator from Iowa may propose to explain it himself.

Mr. HICKENLOOPER. What was the question?

Mr. LANGER. I asked the distinguished Senator from Virginia to tell us the difference between his proposal and that of the Senator from California.

Mr. HICKENLOOPER. I yield for that purpose. I do not yield the floor.

Mr. BYRD. Mr. President, let me make a very brief explanation. The

pending bill provides for a flat 20 percent increase. The proposal made by the Senator from Iowa, the Senator from Connecticut, and the Senator from Virginia takes as a basis the increases made effective July 1, 1945. As the Senator from North Dakota will recall, since he is a member of the Civil Service Committee, and was very helpful, I may say, in arranging this graduated scale, that law provides that the first \$1,200 shall be subject to an increase of 20 percent. From \$1,200 to \$4,600, the increase is 10 percent; and above \$4,600 the increase is 5 percent.

This amendment follows the same formula. It combines the two increases. It goes back to the rates as they existed on June 30, 1945. For the first \$1,200 there would be an increase of 36 percent. From \$1,200 to \$4,600 there would be an increase of 18 percent; and above \$4,600 there would be an increase of 9 percent. The result is a graduated scale, which the Senator from North Dakota has always favored. There would be a total increase of 11 percent on the basis of existing salaries. If the Senator will examine the chart, he will see, for example, that in the lower brackets, a salary of \$1,440 on June 30, 1945, prior to either increase, would be increased to \$1,915, or an increase of 33 percent. An \$1,800 salary would be increased to \$2,340; a \$2,000 salary to \$2,576. A \$2,400 salary would go up to \$3,048, an increase of \$648 since July 1. A \$2,600 salary would go up to \$3,284. A salary of \$2,900 would go up to \$3,638. A salary of \$3,200 would be increased to \$3,992, or an increase of \$792. If the Senator will follow through, he will see that the employees in the upper brackets will obtain a combined increase of approximately 16 percent, whereas the employees in the lowest bracket will receive an increase of 36 percent.

Mr. President, let me say to the Senator from North Dakota that the legislative employees who now receive a 10 percent increase for overtime will continue to receive that increase. The amendment will not repeal that increase, although the committee bill would repeal it, as I understand. I think it is just to have that 10 percent increase for overtime continued, because all the other employees of the Government are on a 5-day week, whereas the legislative employees certainly work 5½ days a week. So the amendment would make the increase continue to be available to legislative employees; the present provision allowing an additional 10 percent for overtime, which was adopted on July 1, 1945, and was to continue to July 1, 1947, will not be disturbed.

Mr. LANGER. I thank the Senator very much.

Mr. HICKENLOOPER. Mr. President, a few days ago, for a few minutes at the end of the day, I undertook to discuss from the floor of the Senate some of the preliminaries to the Federal workers salary-increase proposals which have been made. I shall not repeat that discussion.

I wish to say that I am sure there has been recognition by every member of the Civil Service Committee, so far as I know, that the increase in the cost of living has

run ahead of such increases in pay as Federal workers may have received. That fact was recognized last spring, when we had united agreement regarding an increase in salary for Federal employees. As I mentioned the other day, that increase was made hurriedly, because the bill came in late and it was desired to have it go into effect on the 1st of July 1945. Therefore, the increases were made according to a formula which was adopted at that time but was not entirely satisfactory because it did not equitably treat various classifications of Federal employees, under the theory of the bill.

The theory of that measure—and it is the theory of the pending measure, as I understand it—is to meet the injustice occurring because of the emergency increase in the cost of living. I have never felt in my own mind that the pending measure is for the purpose of providing a general reestablishment of the pay schedules of Federal workers. The bill has never been approached from that attitude by the committee. No evidence—or, at least, no substantial evidence, so far as I could judge during my service on the committee—has ever been introduced on that score, nor have we canvassed the situation at all in regard to the question of any general rearrangement of Federal pay schedules. We have devoted our time to approaching the subject with the thought that especially those in the lower salary brackets in the Federal service have been suffering hardship because the pay schedules are not quite in line. Last spring we provided a salary increase of approximately 16 percent—it was 15.8 or 15.9 percent, I believe—to Federal employees generally. That was the total amount of the increase. But because the cost of the necessities of life hits the employees receiving the smaller salaries so much harder than it does the other employees, because 100 percent of all that is paid the employee with the smaller salary goes for necessities, the committee unanimously adopted at that time a formula whereby salaries up to \$1,200 would be increased by 20 percent; salaries between \$1,200 and \$4,600 would be increased by 10 percent; and salaries over \$4,600 would be increased by 5 percent.

Sometime in September or October—I do not recall the exact date, but it is immaterial—the pending bill was introduced by the Senator from California. In it he proposed a flat 20 percent increase—an increase straight across the board—in the salaries of all Federal employees under the Classification Act. I think it goes without saying, and I do not believe the contrary can be argued very strongly, that what we do for the Classification Act employees we shall have to do for all the other Federal employees. It does not approach the first semblance of fairness to say that we shall increase the salaries of Federal employees in one group but shall not consider doing the same for those in the other groups. The postal group employees, the railroad group employees, the Wage Board employees, and all other Government employees are entitled to the same treatment. So what we do for the group of employees who come under

the Classification Act will have to be done, in all fairness, for the remaining two and one-half million or so Government employees.

As I have pointed out, Mr. President, the bill thereby becomes a billion-dollar bill. It thereby involves an expenditure of \$1,000,000,000 in excess of what we are now expending, when it applies all the way down the line, to all employees.

A moment ago I said that, so far as I am concerned, I have never considered this bill as one rearranging the comparative pay schedules of employees of the Federal Government. I think I am justified in that statement, because the committee has never so considered the bill. It is a hardship bill, we may say, a bill for the purpose of making corrections or adjustments in the salaries of Federal employees, in view of the increase in the cost of living.

Last spring we decided—and there was practically no opposition in either the Senate or the House—that a graduated scale, under the theory of meeting the cost of living, was a good yardstick; and we provided for it in the law. I feel that the same kind of yardstick is just as good today, and that it is the only way by which Federal salaries can be adjusted equitably, fairly, and definitely so as to meet the increase in the cost of living.

Controversy has arisen as between two or three proposals. The bill of the Senator from California was referred to the Civil Service Committee. Very suddenly—I am not complaining about this particularly, but I am merely reciting what happened—on November 2 or the day before, committee meetings were held. They were held on the 2d, 5th, 6th, 7th, 8th, and 9th of November. On those days there was a prearranged list of witnesses. A day or two after the hearing on the 9th, several executive meetings of the committee were held; and 5 of the 10 members of the committee voted for a favorable report on the bill to the Senate. There has been a considerable amount of controversy and discussion here regarding what happened in the committee, and why. Perhaps that is not so important at the moment, but I think it is important to say that, so far as I am concerned, during the hearings I had no other thought than that when they were finished in respect to the various phases of this question, the committee then would begin to consider how to adjust the proposed legislation so as to meet the increases in the cost of living which the testimony given at the hearings showed had occurred. Let me say that I attended every one of the hearings. However, opportunity to develop such adjustments was never given. I wrote to the chairman of the Civil Service Committee—I shall not read the letter now—regarding my attitude and my ideas about the matter, and protesting the way the bill was handled in the committee. My protest was largely directed to the apparent great speed with which the bill was hurried through the committee in the course of about a week's time, even though it will have repercussions throughout the Federal service and will involve actual expenditures of ap-

proximately \$1,000,000,000 or \$1,200,000,000.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. I yield.

Mr. DOWNEY. I am sure the Senator will agree in all frankness that the very exhaustive hearings held last spring on the pay bill developed a large volume of data, all of which were pertinent in respect to the issues involved in the pending bill, and all of which should have made every Member of the Senate completely conversant with every fact it is necessary to have in mind in order to decide this issue.

Mr. HICKENLOOPER. Mr. President, I have no quarrel with the Senator's opinion; he is entitled to have it. But let me call the attention of the Senate to the hearings. If any Member of the Senate will take the time and trouble to read the volume of hearings held on this bill, he will find that the entire period, with only occasional diversions, was devoted primarily to considering the question of increases in the salaries of employees in the higher brackets. I think the hearings are devoid of any evidence regarding the need for increases in the salaries of workers in the lower brackets or any evidence regarding what the amount of such increases should be.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. I yield.

Mr. DOWNEY. I am sure the Senator does not want to cast a reflection upon the great group of witnesses which his statement would seem to cast. As I recall, more than half of the time was consumed by representatives of great labor groups who testified almost wholly in favor of the proposed raises. Moreover, all witnesses, as I recall, expressed strong approval of the 20-percent increase. More than one-half of the hearings was devoted to the 20-percent pay increase, and if the Senator will examine the hearings he will see that that statement is true.

Mr. HICKENLOOPER. Mr. President, I have examined the hearings; and I invite other Members of the Senate to read the hearings. When they have done so they will have found an emphasis, both by Government employees, their representatives, and heads of labor organizations, being applied in great measure to doubling the compensation of the Members of Congress, increasing the salaries of officials in the executive departments of the Government to \$20,000 a year, and creating new classifications of salaries between \$12,000 and \$15,000 a year. They will also find a very meager portion of the testimony, and with very little emphasis in it, being devoted to the needs of the little fellow who has received in full the impact of the increase in the cost of living.

After the hearings were concluded, it was my understanding that the committee was about to go into some other phase of the question. It was also my understanding that we were to go into the question of how to graduate the increase and make of it an equitable salary scale. We did not do so. By the use of proxies—and I make this statement with no complaint—further hearings

and investigation into the subject were denied, and by a vote of 5 out of 10 members of the committee, including proxies, the bill was reported to the Senate without alterations or changes, and without adequate consideration having been given to the important questions involved.

As a result of that action, and following the pattern of last spring which seemed to work very well, the Senator from Virginia very zealously devoted a great deal of time to the calculation of a formula by which employees in the lower brackets, for example, would receive a greater percentage of increase in salary than employees in the higher brackets. That was done on the theory that the employees in the lower brackets were in greater need of an increase, and that the proposed legislation was to correct a hardship and to meet an emergency.

The junior Senator from Connecticut [Mr. HART] and I have joined with the Senator from Virginia [Mr. BYRD], who worked zealously. However, I assert that the lion's share of the work in connection with the schedule was performed by the Senator from Virginia, who repeatedly stated that while adjustments should be made we should not go wild in making them.

Mr. President, we do not have to go any further than the report of the committee in order to ascertain what was in the minds of the members of the committee when it started its work. We have heard from the proponents of the original bill that they desire to adjust salaries so as to meet the present cost of living. They want the present salaries of Government employees to be so adjusted that the employees will be enabled to meet the increase which has taken place in the cost of living. Therefore, they propose a 20-percent across-the-board flat increase. Let us see what the report, which was either written by the Senator from California or under his direction as chairman of the committee, has to say. On page 2 of the report, we find the following language:

Figures brought out at the hearing—

Meaning the hearing of last spring and the one held subsequently—showed that the average annual straight-time earnings of Federal employees covered by the proposed act in January 1941 was \$1,929. Following the passage of the Federal Employees Pay Act of 1945, the average annual straight-time salary was \$2,340.

In other words, in 1941 the average of straight-time earnings of the Federal employees, across the board, was \$1,929. Today, under the act which went into effect the 1st of July last, that average is \$2,340, together with the other emoluments which go with Federal employment, such as retirement pensions, vacations, certain medical and health attention, and other related matters.

Continuing with the report:

Judge John C. Collet, Stabilization Administrator, was quoted as stating that the cost of living since January 1941 had gone up 30 percent and that straight-time hourly earnings in the majority of industries are currently more than 30 percent above the January 1941 levels. Judge Collet's figures have been corroborated by the Bureau of

Labor Statistics and reveal that the increase in the cost of living has been more than enough to cancel the increase received by Federal employees under the provisions of the Federal Employees Pay Act of 1945.

Incidentally, we admitted that at the hearings. We admitted that an adjustment was needed.

I continue with a very important part of the report:

With the increase under the 1945 Pay Act, average straight-time annual earnings of the Federal workers have increased only 21.3 percent.

Mr. President, this is the report which was sponsored by the distinguished chairman of the Civil Service Committee. I do not know that he wrote the report with his own pen, but he was chairman of the committee, and the report was written under his sponsorship.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. Let me finish my statement, and then I will yield.

The report continues:

On this calculation, an increase of 7.2 percent of the proposed 20 percent is necessary to bring straight-time annual earnings in line with the cost of living.

Therefore, Mr. President, in the report which was sponsored by the Senator from California, in support of the bill which he has proposed, he states as unequivocally as it can be stated that only 7.2 percent, based on what the Federal employees are now receiving, is required in order to bring their income up to the present level of the cost of living. Bear in mind, Mr. President, that that is what the report says the bill started out to do, and that is what the committee intended that it should do, namely, bring the present pay schedule up to the present cost of living.

I now yield to the Senator from California.

Mr. DOWNEY. I do not think the Senator is being entirely frank and accurate in his statement. At the time we held the hearings it was the official position of the Government that the increased cost of living had advanced 30 percent.

Mr. HICKENLOOPER. I was just about to come to that point, but the Senator may proceed.

Mr. DOWNEY. It is now the official position of the Government—and I think the Senator from Virginia [Mr. BYRD] has accepted it—that the cost of living has increased 33 percent.

I may also say that the Senator from Iowa has not stated that the figures which he has read were based on the straight-time average annual earnings, and that the proper calculation—in the opinion of the chairman, at least—should be on the basis of straight-time hourly earnings. Inasmuch as the employees of the Government are now working $2\frac{1}{2}$ percent more time than they were previously working, I think that factor should also be taken into consideration. The first increase which was given was a graduated one, and the employees in the lowest bracket received 20 percent more money while the employees in the upper bracket received only 9

percent more money. Consequently, an increase of approximately 24 percent will be required in order to bring the employees in the upper bracket up to the 33-percent increase in the cost of living.

SEVERAL SENATORS. Vote!

Mr. HICKENLOOPER. Mr. President, from the sounds which are coming from the other side of the Chamber it sounds as though the west wind were blowing.

The Senator from California is correct in his statement that since the publication of the report from which I have read certain governmental agencies have altered their figures and now claim that the increase in the cost of living is 33 percent. If that be true, it would alter the figures in the report by 3 percent which, in turn, would make necessary an increase of approximately 10 percent over what the employees are now receiving in order to bring them up to the present cost of living.

Under the amendment proposed by the Senator from Virginia [Mr. BYRD], the Senator from Connecticut [Mr. HART], and myself, the over-all increase would be 11 percent. It would be 1 percent over the necessary increase to meet the cost of living. But it has the feature of being graduated, as stated a moment ago, so that the employees in the lowest bracket would receive a 13.3 percent increase above their present pay, or a total of 36 percent over their 1941 pay. That would bring them up either to 6 percent or 3 percent above the increase in the cost of living.

In the case of the higher brackets, for instance, under the pending amendment an employee receiving \$8,000 would be increased to \$9,350. In other words, with a 16 percent increase over his 1941 pay he would get \$1,350 more cash in his pocket each year to meet the increased cost of living. If the bill is sound, if it is an emergency bill, if it is to meet the emergency of the increased cost of goods, clothing, food, and so on, then here is a man with a salary of \$8,000 getting an increase of only 16 percent, but he receives \$1,350 more cash at the end of the year to meet the rise in the cost of necessities.

Yesterday, the Senator from California produced a budget, which he argued at great length, based on a salary of \$5,390. Copies of the budget were put on the desks of all the Members of the Senate, and there are certain classifications in it which all add up to the result that on this budget the particular employee is losing \$1,971 every year on this \$5,390 budget.

If the man were receiving \$1,500 a year he would lose about \$4,000 more than that each year, if he lived on the scale of living indicated. If he were getting \$3,000 he would lose perhaps \$2,000 or \$2,500 a year living on that scale. This man apparently has picked a scale of living which is not justified by a \$5,000 income.

If the Senator from California would continue his argument on this budget he might well say that a man receiving \$1,400 should have \$7,000 in salary in order to enable him to live in the same class house, to have the same conveniences, and enjoy the same luxuries. I

see little reason why on the basis of the analysis we could not say that a \$1,500 or \$2,000 employee should not have his pay raised to \$7,000 in order to meet the particular budget which the Senator from California submitted.

This country has been built on the theory that people have to live within their incomes, and have to earn in order to pay for what they want to acquire. Therefore I should say, so far as that budget is concerned, it is not evidence of any value in this particular case, unless it be evidence that the employee in question was actually living beyond the income he was receiving.

The amendment of the Senator from Virginia is not only eminently fair, but it gives an increased percentage for those in the lower brackets, because they need dollars to meet the increased cost of living just as the man in the high brackets does, but the same percentage of increase in the low brackets as in the high gives less dollars, comparatively, to the little fellow than it gives to the man in the high brackets, so that if the flat-percentage theory is used, the man in the high brackets has more dollars to meet the cost of living. I am of the opinion that among those in the higher brackets there is nowhere near the difference in the increased cost of living as there is in the difference of salary. In other words, a man in the high brackets uses a far lower percentage of his income to meet the cost of living than a man in the low brackets. That is the whole philosophy of the amendment, that is the whole philosophy of the graduated pay scale.

Mr. President, I think that is sound, I think it is equitable and fair. I think it does the job we have to do, and one we want to do. I think it meets the emergency situation, and it does not rearrange the comparative pay schedules between the various classes and classifications of the civil-service employment.

Mr. President, I see no argument whatsoever for a 20-percent across-the-board increase in pay unless we are proposing to rearrange the whole basic pay structure of the Federal Government. That is the only justification for a flat across-the-board increase, and I do not think the problem should be approached in that way. I see every justification for equalizing the increased costs and for equalizing the losses and the hardships Federal employees in the lower brackets have to suffer.

We have talked about the necessity for speed in enacting this proposed legislation. While I recognize that the chairman of a committee does not have complete and autocratic control over his committee, yet he is very influential, and when a committee chairman speaks out positively as to the probable time when legislation will be considered, we can usually assume that he is about right. I recall that a few weeks ago the chairman of the committee in the House which will have charge of the pending legislation; and which perhaps has similar proposals under consideration now, made the statement that in any event his committee would not consider the subject until some time late next spring. Somewhere

I have a newspaper clipping alleging that to be his statement, and I presume it to be true that he did make the statement.

Mr. President, if that be the case, then we could far better have spent a few additional days in the committee, perhaps 2 or 3 weeks, going into the various phases of the pending bill in order to bring out an agreed bill, a bill which would be defensible in all its provisions, and one which I think this body would have very little trouble passing. As the matter stands now, it is my opinion that the overwhelming number of the Members of the Senate are confused about the whole proposal. Here we have a bill which comes from the Committee on Civil Service, and a great number of amendments have been offered; for instance, the congressional pay amendment, the amendment providing increased pay for the heads of executive departments, an amendment proposing increases substantially doubling the salaries of Federal judges, and three or four other amendments. Every one of those amendments was presented to the Committee on Civil Service, and was either not acted upon by the committee, or not seriously considered from the standpoint of being voted out when the bill was reported. Yet they are offered as amendments to the bill.

The Senator from California immediately filed a graduated schedule of pay practically as a substitute for the bill, and after arguing it for at least a day, and after having discussed it prior to that time at length on the floor of the Senate, withdrew it.

Today again an amendment is brought forward proposing to set up a commission to study the whole question of Federal employment and Federal pay. It has not been considered by the committee. Its ramifications and its provisions have never been considered and have never been passed upon.

Altogether, we have been trying on the floor of the Senate to alter minutely and change a measure dealing with a subject which is involved in statistics which are actuarial, without benefit of considered study by the committee, and without the benefit of any solidarity or any agreement upon the methods.

Mr. President, there are one or two other matters I should like to mention. One is that the entire argument which has been presented in behalf of the bill as it was reported by the committee has centered around the cost of living in Washington. Apparently the pay schedule of the entire United States is going to be gaged by the standards in Washington, which everyone knows are fantastic, so far as living costs are concerned. That matter was not gone into in the committee.

Mr. DOWNEY. Mr. President—

The PRESIDING OFFICER (Mr. JOHNSTON of South Carolina in the chair). Does the Senator from Iowa yield to the Senator from California?

Mr. HICKENLOOPER. I yield.

Mr. DOWNEY. I might say that in the committee hearings full data so far as numbers were concerned were presented as to the population areas in which Federal personnel are now work-

ing. I might say that as high as 80 or 85 percent come from the high-cost areas. The Senator is totally wrong in his last statement. In the State of California there are 317,000 Federal workers. In my opinion, living conditions are more difficult for the workers there and costs are higher. New York State, with its great cities, has the next larger number and conditions are practically the same there. Chicago, Philadelphia, Detroit, Dayton, Norfolk, and other great areas, contain an overwhelming number of Federal employees. In my opinion at least 75 percent or 80 percent of them live in cities or in areas where conditions are approximately the same as presently in Washington, D. C. If the Senator is interested, he will find all the figures in the last table printed in the hearings on this bill.

Mr. HICKENLOOPER. Mr. President, I am interested. I have examined the tables. The Senator from California has been very courteous, and he is quite thoughtful about these various matters. I merely want to suggest to him that it might be well in his own interest to expunge from the RECORD completely the statement that living conditions are not good in California. I do not believe the chambers of commerce of southern California would like to have that statement in the RECORD.

Mr. DOWNEY. Mr. President, that remark, I suppose, is meant to be facetious, but our returning veterans are having the most desperate time finding homes in all the metropolitan areas in California; as a matter of fact, a more difficult time than in any other State. Costs of living have increased there perhaps more than they have in Washington, D. C. With the Senator's permission, I should like to insert in the RECORD at this time the table showing the population categories in which reside our Federal workers.

Mr. HICKENLOOPER. Very well.

Mr. DOWNEY. In cities of 500,000 and over, 44 percent; in cities of 250,000 to 500,000, 9 percent; in cities of from 100,000 to 250,000, 23 percent; in cities of from 25,000 to 100,000 10 percent; in cities of from 5,000 to 25,000, 6 percent; and in cities under 5,000, only 8 percent of the Federal workers reside. Only 24 percent reside in cities of 100,000 population and under. The remainder are in the great metropolitan areas.

Mr. HICKENLOOPER. Mr. President, I am sorry that in the opinion of the Senator from California I am so wrong about my conclusions respecting the bill. I have tried to bolster them by statements from his own report on the bill itself and by figures.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. Yes; I yield.

Mr. DOWNEY. Is there any statement in the report that substantial numbers of Federal employees are to be found in low-cost areas?

Mr. HICKENLOOPER. Mr. President, I was not discussing that point. The Senator has repeatedly said that I am completely wrong in my statement. I think he has made that statement with respect to three or four matters. I was merely passing on the subject in a gen-

eral way. If I am wrong the record will correct me. If I am right, the record will make it clear. The point is, Mr. President, that these tables were put into the record after the hearings were concluded, and that while requests were made when the hearings first began that these data be brought to the committee so that we could look further into the matter, the committee never went into this subject, never made any particular examination of it. A few nebulous statements were made about it, but there was no examination into this particular phase of Federal employment so far as the committee hearings themselves were concerned. I ask the Senator from California whether that statement is correct.

Mr. DOWNEY. Mr. President, it is correct, but if the Senator will yield, I should like to make this additional statement. Mr. Flemming, representative of the Civil Service Commission, was in the committee room with our attorney and with our clerk, and Mr. Flemming, in obedience to the wishes and the demands of the committee, had these figures there with him. At that time the request was made of the chairman that we proceed with an investigation of regional wage discrimination, and the number of personnel in every agency of the Government. Upon the statement of the chairman that he did not think we should proceed with that sort of an investigation, the other Senators requested Mr. Flemming to leave the committee room and stated they would not participate any longer in the hearing. Mr. Flemming was not requested to present that data, and the Senators said they would not participate any longer in the hearing.

Mr. HICKENLOOPER. On page 17 of the hearing, Mr. President, the Senator from Virginia [Mr. BYRD] on the first day of the hearing had this to say:

Senator BYRD. There is another thing which I think is extremely important. That is the question of the varying costs of living in different communities.

I think we discussed that subject at the last meeting.

The Senator referred to the last meeting before this particular meeting.

Did you make any investigations of the difference in the cost of living between Washington and, for example, Winchester, where I live? Have you investigated the differences in the cost of living between Washington, D. C., and other places in the country?

That question was addressed to Mr. Flemming of the Civil Service Commission.

Mr. FLEMMING. No; we have not. The Bureau of Labor Statistics might have those figures.

Does that correspond, Mr. President, with the statement of the Senator from California that Mr. Flemming had these figures in his pocket with him when he was present in the committee? The fact is that they were requested, and Mr. Flemming agreed later, and I think within a page or two of the hearings beyond where I read it will be found that he said he would look them up and try to get them together and present them to the committee. But the figures were never presented to the committee or were never

placed in the committee hearings until after they were concluded and the bill had been voted out, and we had no opportunity to examine into them or to make any determination on that score.

Mr. President, I shall now quote certain figures, not by way of opposition to reasonable increases or adjustments in the salaries of the Federal employees, but to show what public employment is in this country and what the rates of pay are. I am not going to comment on the justice of these things, but I am going to show that there is a differential, and the figures I shall give come from the Bureau of Labor Statistics. In the case of the Federal Government the figures are as of July 1 last. In the case of the States the figures are as of December 31 last.

The total United States Government pay roll for the year ending June 30, 1945, was \$7,327,000,000. That includes the classified service, the postal employees and the so-called Wage Board employees.

The number on the rolls as of June 30, 1941, or July 1, was 2,915,472 in the United States, and 659,200 outside. On July 1 that was the group whose compensation made up the \$2,400 average Federal salary.

Let us now see what the States of the Union have been doing: I think there has been no widespread alteration in State pay schedules since the first of last January, but these are the facts as given to me by the Bureau of Labor Statistics, so far as States and subdivisions of States are concerned, including, as I requested, the counties and municipalities and townships, and all the subdivisions of States.

The Bureau of Labor Statistics information and estimate for the quarter ending December 31, 1944, was that there were school employees in the States to the number of 1,262,000, and there were other employees in the States—administrative and executive employees—to a total of 1,785,000. The total number of employees was 3,050,000. The total pay roll of the States, including the schools and including the executive and administrative employees of the State governments and their subdivisions, was \$3,129,000,000. The average pay, therefore, of the State employees and of the employees of all State subdivisions, was \$1,026 per annum each.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. I will yield in a moment. I said at the outset of this comparison that I am neither defending that pay scale nor condemning it. That is not necessarily a part of the argument, except that it does show, rightly or wrongly, that the Federal employee is almost 240 percent better off on the average pay than the employees of the public governments in our States.

I might say for the information of the Senate that for a considerable period of time I have believed that our States and their subdivisions have paid woefully inadequate salaries to their public servants, with especial emphasis on salaries of school teachers. I have no defense for the low scale. But the point is that

on the average the Federal employee is today 240 percent better off than State employees. That is, if we consider the average pay of the State employee as 100 percent, the pay of the Federal worker is 240 percent.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. I yield.

Mr. DOWNEY. I must admit that those figures are very surprising, dismal, and shocking to me. I assume that they are accurate, but I should like to ask the Senator if it is not possible that the average is brought down by part-time workers. Is it possible that the public agencies of America, including our school districts, pay an average wage of only approximately \$1,000 a year? Can that be true?

Mr. HICKENLOOPER. I will say to the Senator that I believe that the average pay of school teachers throughout the Nation is inexcusably and criminally low. So far as that portion of the statistics is concerned, I can only say to the Senator that I cannot verify the figures. I requested that the statistics be obtained from the Bureau of Labor Statistics. They were telephoned to my office, and I took them down in pencil. The Bureau said that it did not have information which it could say was 100-percent accurate. These figures are based upon quarterly estimates made from reports received by the Bureau. There may be some slight variations. I believe that the figures are accurate within a percentage point or two. A difference of a percentage point or two on \$1,000 is not very much.

Mr. DOWNEY. Let me point out to the Senate that if those are average figures, they probably mean that half the employees are receiving substantially less. People have not yet learned how to live on averages. I ask the distinguished Senator if the dismal and horrible condition which he has portrayed does not clearly reveal the reason why union labor groups do not wish to fritter away the right to strike, when public employees are held in peonage of that kind, and as a practical matter have no right to strike?

Mr. HICKENLOOPER. Mr. President I should like to hurry along with this discussion. I have no desire at this moment to enter into a discussion of the question which the Senator raises.

If there is any point that can be drawn from these statistics other than the comparison, other than the fact that the Federal employee is receiving two and a half times as much, on the average, as employees of the States, it might be this: An examination might show that the average State employee is able to get along on \$1,026 a year, on the average, in the States, cities, or townships where the cost of living is not so great as it is in Washington. They might be able to get along better on that salary than could a person in Washington with a salary of \$1,600 or \$1,800 a year. I know that it is difficult to persuade people to come from the Middle West to take employment in Washington, because of the high cost of living here. Conditions are not quite the same in other cities. The cost of living in Washington is consid-

erably higher than it is in many other cities and towns.

Those are some of the things which the committee desired to inquire into, as a matter of rounding out the information as to what increases, if any, Government employees were entitled to. Those are the things which we were not able to go into. Those are the questions which the committee cannot answer as a result of its studies.

Mr. WHERRY. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. I yield.

Mr. WHERRY. I point out to the distinguished Senator from Iowa, who has made an able argument relative to the opportunity which the committee would like to have had to inquire into the cost of living as related to the increase in salaries, that I myself am somewhat confused. I have always supported the chairman of the Committee on Civil Service in connection with increased compensation for Federal employees, because I felt that the white-collar workers represented a class which needed help.

I also suggest to the distinguished Senator from Iowa and the distinguished Senator from California that I believe that the discussion on the floor of the Senate for the past 3 or 4 days completely supports the concurrent resolution which I submitted last September, after we had one of these bills before us. The concurrent resolution provided for a joint committee of the House and Senate to conduct an impartial investigation and study of all measures looking toward salary increases. I believe that the debate here today is a complete justification of the concurrent resolution which I submitted.

Mr. President, if the distinguished Senator from Iowa will permit me to do so, I ask unanimous consent to have printed in the RECORD at this point as a part of my remarks Senate Concurrent Resolution 33.

There being no objection, the concurrent resolution (S. Con. Res. 33) was ordered to be printed in the RECORD, as follows:

Resolved by the Senate (the House of Representatives concurring), That there is hereby established a joint committee to be composed of 15 Members of the Senate (not more than 9 of whom shall be members of the same political party) to be appointed by the President of the Senate, and 15 Members of the House of Representatives (not more than nine of whom shall be members of the same political party) to be appointed by the Speaker of the House of Representatives. Vacancies in the membership of the committee shall not affect the power of the remaining members to execute the functions of the committee, and shall be filled in the same manner as in the case of the original selection. The committee shall select a chairman and a vice chairman from among its members.

SEC. 2. The committee shall (1) make a full and complete study and investigation with respect to the adequacy of salaries paid under existing law to civilian officers and employees in or under the legislative, executive, and judicial branches of the Government, including elected officials and judges; (2) shall consider all measures pending in either House which provide for increasing the compensation of such officers and employees; and (3) shall report to the Senate

and the House of Representatives at the earliest practicable date the result of its study and investigation, together with such recommendations as to necessary legislation as it may deem desirable.

SEC. 3. (a) The committee, or any duly authorized subcommittee thereof, is authorized to sit and act at such places and times during the sessions, recesses, and adjourned periods of the Seventy-ninth Congress, to require by subpoena or otherwise the attendance of such witnesses and the production of such books, papers, and documents, to administer such oaths, to take such testimony, to procure such printing and binding, and to make such expenditures as it deems advisable. The cost of stenographic services to report such hearings shall not be in excess of 25 cents per hundred words.

(b) The committee is empowered to appoint and fix the compensation of such experts, consultants, and clerical and stenographic assistants as it deems necessary and advisable, but the compensation so fixed shall not exceed the compensation prescribed under the Classification Act of 1923, as amended, for comparable duties.

(c) The expenses of the committee, which shall not exceed \$10,000, shall be paid one-half from the contingent fund of the Senate and one-half from the contingent fund of the House of Representatives, upon vouchers signed by the chairman.

Mr. WHERRY. In section 2 the concurrent resolution provides that the proposed committee shall—

(1) make a full and complete study and investigation with respect to the adequacy of salaries paid under existing law to civilian officers and employees in or under the legislative, executive, and judicial branches of the Government, including elected officials and judges.

Before the Judiciary Committee we have proposals for increasing judicial salaries. Before other standing committees of the Senate there are proposals to increase other salaries. There are proposals for increasing salaries in the executive departments. Some of our help has been taken away from us because salaries in the executive departments are apparently out of line with salaries in the legislative branch. I refer particularly to the salaries of employees in our own offices, and also employees of standing committees. Salaries in the three branches of Government are not in line.

The concurrent resolution further provides that the committee—

(2) shall consider all measures pending in either House which provide for increasing the compensation of such officers and employees; and (3) shall report to the Senate and the House of Representatives at the earliest practicable date the results of its study and investigation, together with such recommendations as to necessary legislation as it may deem desirable.

Let me say to the distinguished Senator from Iowa and to the Chairman of the Civil Service Committee, the distinguished Senator from California, that after this bill is passed, if we are to make salary increases in the legislative branch in line with increases allowed in the executive and judicial branches, an unbiased committee of the Senate and House should consider all the questions which have been discussed on the floor of the Senate. That will be the only way to obtain a logical and intelligent basis for salary increases.

Let me say further to the distinguished Senator from California that I should

like to vote for the increases which he feels are necessary; and yet the evidence submitted leaves us in a state of confusion. If we had such a committee as I have suggested, all these questions could be thrashed out before the committee, and the recommendations of the committee could be submitted to the House and Senate. I am satisfied that if an unbiased committee had this question under advisement it would submit a recommendation which I am sure would be in keeping with the needs, and which would meet the increased cost of living and provide the relief asked for by Federal employees.

The chairman of the committee is about to offer an amendment providing for the establishment of a commission to make certain studies. I ask him to refer to the concurrent resolution which I have submitted, and to use his influence and that of his committee to see if we cannot have such a committee appointed, either before the recess or afterward, to consider future increases necessary to keep pace with the increasing cost of living, not only for employees of the legislative branch but also for employees of the executive and judicial branches of Government.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. I yield.

Mr. DOWNEY. The Senator's concurrent resolution was not referred to the Committee on Civil Service, was it?

Mr. WHERRY. No. It was referred to the Committee on Appropriations. I am not in any way censuring the distinguished chairman for not supporting the concurrent resolution prior to this time, because it has not even been on the calendar. It is in the Appropriations Committee.

If the Senator from Iowa will further yield, I should like to ask the distinguished Senator from California if he does not feel that such a committee would have served the purpose which he is seeking, and would have recommended the relief which he is trying to obtain for Federal employees?

Mr. DOWNEY. Mr. President, I am glad to state that I am favorably predisposed to the concurrent resolution. However, I do not wish to commit myself finally with respect to it at this time. I am entirely sympathetic toward it. The Senator is so very convincing and persuasive that I always like to defer judgment until after I am out of his presence.

Mr. WHERRY. I thank the Senator for his very complimentary remarks; and I thank the Senator from Iowa for permitting me to interrupt him. I could not make a better argument in favor of the concurrent resolution than has been made by the distinguished Senator from Iowa this afternoon. I only hope that, regardless of the disposition made of the pending bill, such a committee as I have suggested may be established in the future, to which can be referred all legislative measures providing for salary increases in the legislative, executive, and judicial branches of the Government, so that salary increases in all branches of the Government, which no doubt are

badly needed by Federal employees, may be made upon an equitable basis.

Mr. GUFFEY. Mr. President, will the Senator yield for a question?

Mr. HICKENLOOPER. I yield.

Mr. GUFFEY. About 2 hours ago the distinguished and able Senator from California [Mr. DOWNEY] and the Senator from Virginia [Mr. BYRD] agreed upon the procedure for this afternoon. Since that time the Senator from Iowa has been engaging in an argument or discussion—I do not know which, because I could not clearly hear him. I should like to ask whether he is making an argument for the Byrd amendment, or merely talking to delay a vote on the amendment.

Mr. HICKENLOOPER. Mr. President, does the Senator wish a serious answer to that question?

Mr. GUFFEY. I do wish a serious answer.

Mr. HICKENLOOPER. It seems to me that the answer is self-evident. I am not answerable for the ability or lack of ability of the Senator from Pennsylvania to interpret my argument, but I am arguing for the Byrd amendment.

Mr. GUFFEY. I am glad to hear it.

Mr. HICKENLOOPER. If the Senator cannot hear me—and I have been speaking loud as I can—I suggest that there are many empty seats on this side of the aisle.

Mr. GUFFEY. I shall be glad to move over.

Mr. HICKENLOOPER. Mr. President, let me say that I feel that the proposal of the Senator from Nebraska [Mr. WHERRY] is sound. I feel that the amendment proposed this afternoon by the Senator from California—suddenly proposed, it is true, and without the benefit of consideration by the committee—involves a sound concept, namely, the creation of some kind of a commission, I prefer to have the committees of Congress do what the law intends they shall do, namely, investigate these things themselves, rather than establish new commissions whose members shall receive salaries of \$12,000, as the Senator from North Dakota has pointed out. However, I think there is a present need for an entire revaluation of our civil-service and Federal-worker systems, including a comparative study of salary schedules and the duties assigned. On the other hand, I never have believed in shotgun legislation and I certainly do not believe in approaching legislation of such importance without having the committees which should have jurisdiction devoted extensive and serious consideration to the problem. I did not take offense at the assignment of the resolution of the Senator from Nebraska, although it seems to me it should have received consideration by the Civil Service Committee. As a member of that committee, I would have welcomed reference to it of the resolution of the Senator from Nebraska, and I would have welcomed an opportunity for the committee to study it.

Mr. President, the issues seem fairly clear. I think the only issue now before us is whether the Senate shall adopt a straight across-the-board 20 percent increase in the salaries of civil-service workers in all classifications—one which will reflect itself almost automatically in

the salaries paid to Federal employees in the other fields—or whether we are to do what the committee started out to do and what it did last spring and what it started out to do and what it did do this fall, namely, make fair salary adjustments for workers under the Classification Act, so as to enable those with small salaries, who spend all their income for the necessities of life, to receive salary increases in percentage larger than those received by employees who are paid the higher salaries and who spend smaller proportions of their salaries for the necessities of life. I think the Byrd amendment will do that fairly and substantially. It will grant increases of as much as \$1,400 or \$1,500 to employees in the upper-salary brackets, and it will grant salary increases of greater percentage to employees in the lower-salary brackets. That will be done in order to meet the present emergency, although the bill is not entirely an emergency measure, inasmuch as the increases proposed will become a part of the employees' basic pay. I think the Byrd amendment should be adopted, and I think the bill with that amendment should be speedily enacted.

Of course, in view of the statement made a few weeks ago by the chairman of the House committee—that the House will not consider such legislation until late in the coming spring—I fear that the measure may not go into effect as soon as some of us think it should.

In conclusion, Mr. President, I wish to state that I believe the Byrd amendment is sound. It does not rearrange the entire Federal pay structure. Such rearrangement should await the making of a thorough study by the committee and by the Senate itself, when, and if we decide to consider the rearrangement of the salaries of Federal workers and the reestablishment of salary classifications.

The Senator from California has been discussing a substitute for the Byrd amendment, although he has not offered it, and I understand he will not do so. His substitute for the Byrd amendment is almost the same in principle as the Byrd amendment. The difference is that his amendment—or the amendment which was mentioned in today's newspapers and was discussed today on the floor of the Senate—provides for an increase entirely beyond the increase in the cost of living, and involves a change of basic salaries by way of promotions, we may say, in salary schedules for employees in the classified list.

I repeat the Byrd amendment is sound, and I believe it should be adopted. If it is adopted, I believe it will relieve the situation which is troubling the Federal employees and which in my opinion manifestly should be adequately and fairly and promptly relieved.

Mr. DOWNEY. Mr. President, I shall detain the Senate for only a few minutes in attempting to explain exactly what the Byrd amendment would accomplish. I cannot conceive that any Senator will wish to vote for the Byrd amendment if he knows what it would do to the Federal employees. It would place the Federal employees in such an inequitable position, as compared to that of every great group of industrial employees or farm

workers, that Federal employees would be in a comparatively bad situation.

I think many Senators are confused because of the nature of the proposal contained in the Byrd amendment, so I shall briefly review the history of the pending pay legislation. In 1927 the Federal workers received a basic increase in salary. They did not receive another basic increase in salary until last spring. They received that basic salary increase 4 years after the increase in the cost of living occurred.

By his amendment, the Senator from Virginia would wipe out that basic salary increase. He would have us require the Federal workers to go back to the same basic standards which were in effect in 1927. His amendment would give Federal workers in the \$1,200 salary group a 36 percent increase. The cost of living for the workers in that group has increased approximately 36 percent, because they spend a disproportionate amount of their income upon food and clothing, the former having increased 42 percent and the latter 46 percent. So the formula adopted by the Senator from Virginia in his amendment would just about restore Federal employees in the \$1,200 salary group to the position they formerly were in; in other words, it would give them a salary increase which would approximately correspond to the increase in the cost of living. So the members of that group then would have approximately the same buying power which they had back in 1927, or certainly the same which they had on January 1, 1941.

Then the Senator from Virginia proposes, by his amendment, to increase by 18 percent the salaries of all Federal workers whose salaries fall in the bracket between \$1,200 and \$4,600, and he would increase by 9 percent the salaries of Federal workers whose salaries are in excess of \$4,600. It is immediately apparent that Federal employees receiving salaries of twice \$4,600 would fall short of receiving an increase which would give them the same real buying power which they had on January 1, 1941.

The Senators who oppose the pending bill have differed with me in regard to many matters, but they have presented to the Senate a table which, in my opinion, accurately represents what the amendment they propose would do. Let me say that if this proposal was made to any labor group in America the workers would walk off the job the following day. This proposal is so much worse than any which any great corporation has made to its employees that it cannot in equity be compared to them. Every offer which corporations thus far have made to their employees has been much fairer, in equity, to the workers than is the proposal involved in the Byrd amendment.

Mr. HICKENLOOPER. Mr. President, will the Senator yield?

Mr. DOWNEY. I yield.

Mr. HICKENLOOPER. In view of the statement the Senator from California has just made, let me ask why he filed a similar schedule and a similar proposal as a substitute for the bill, varied by only 2 or 3 percent?

Mr. DOWNEY. Mr. President, I cannot follow the workings or operations of

the mind of the Senator from Iowa. This proposal would increase the basic compensation according to this formula: 36 percent for the \$1,200 bracket, 18 percent for the \$1,200 to \$4,600 bracket, and 9 percent above that bracket. My proposed formula is 40 percent of the first \$1,200 and 30 percent thereafter. The adjustment would be made not in accordance with a graduated scale dropping first to 18 percent and then almost down to nothing, but 30 percent. I am not complaining against the kind of formula to be used. I am complaining because the increase under the proposed formula is so weak that it leaves the workers in the upper category far below the proportionate wages which they received in 1941.

The figures, which are very honestly and accurately presented by the Senator, but which I think will come back to plague him in years to come, clearly indicate how grossly inequitable and unfair the proposal is to the Federal workers.

Mr. HICKENLOOPER. Of course, Mr. President, I do not blame the Senator from California for not being able to follow my reasoning. I frankly admit that I cannot follow his reasoning any better than he can follow mine. But I want to correct a statement which he made, and which I believe he made inadvertently. I understood the Senator to say that the percentage increase over 1941, under the Byrd amendment, began at 36 percent and dropped to 9 percent. It starts at 36 percent but drops to 16.41 percent.

Mr. DOWNEY. No; the Senator does not understand the proposal. The figures which the Senator is looking at on his own chart show this: Taking those three graduated scales, a man receiving \$8,500 a year would receive a 16.41 percent increase over the basic wage which he received back in 1927.

Mr. HICKENLOOPER. Mr. President, I believe that is what I stated.

Mr. DOWNEY. If that is what the Senator said, very well.

Mr. JOHNSON of Colorado. Mr. President, I have been listening for many days to this running debate. I should like to ask the following question: Is the Senator from California trying to convince the Senator from Iowa, or is the Senator from Iowa trying to convince the Senator from California? If not, what is the object of the debate? Both Senators seem to be the only ones who are interested in the outcome of this debate. The remainder of us apparently have our minds made up.

Mr. DOWNEY. Mr. President, I believe that the statement of the Senator from Colorado is true. I have not seen an average of 10 Senators on the floor during this debate. The question which is involved is a difficult one to understand. The distinguished Senator from Iowa, doubtless through inadvertence, just finished making a very confusing and a mistaken statement. I totally agree that probably nothing I may say will affect the Senator from Colorado. But, if he will listen for a few minutes more, I shall appreciate it. I have not argued for more than 3 hours on this vital subject, and I do not believe that at any time during my remarks more

than seven or eight Senators were in the Chamber. So I ask the Senator from Colorado please to bear with me.

Mr. President, what the Byrd amendment does is to give to the worker in the lowest category an increase sufficient to meet the increased cost of living, but it strips the Federal workers in other categories to such an extent that the compensation of the worker in the top bracket is increased over the basic wage existing since 1927 only by 16.41 percent. Instead of bringing his compensation up 33 percent it is increased by only 16.41 percent.

Mr. President, let us take the Byrd-Hickenlooper figures and consider the group which was receiving \$3,200 a year on June 30, 1945. Under the basic rate which has existed since 1927, the Byrd formula would increase the percentage of the group to which I have referred by 24.75. In the \$6,000-a-year group the increase would be 19.50 percent. Considering the tremendous increase in the cost of living, namely, 33 percent, how can Senators justify saying to the man who was receiving \$6,000 a year prior to the last basic raise that we are now going to increase his salary by less than 20 percent?

Mr. BYRD. Mr. President, in order to make it clear, I think I should state that the percentages in the last column of the table do not include the increase on account of within-grade promotions. As the Senator from California knows, that increase was approximately 5 percent as applied to the total personnel.

Mr. DOWNEY. I have used the charts which the Senator has furnished which deal with the basic rates, and my statement was with reference to the basic rates. It is true that the time which the Federal worker has been putting in has increased, and there have been some within-grade promotions as well as perhaps some upgrading.

Mr. BYRD. To the extent of approximately 5 percent. At the bottom of the table will be found the following language:

Percentages indicated reflect the aggregate of increases under Public Law 106 and the proposed amendment, but do not reflect within-grade increases or promotions.

Mr. DOWNEY. Mr. President, even when considering all those figures and not taking into consideration the extra hours worked by the Federal worker, the Byrd-Hickenlooper-Hart formula would provide far less than an amount commensurate with the increased cost of living.

Perhaps 30 or 35 different awards have been made by industry, including the last one which was made by the Sinclair Oil Co. Every one of those increases gave to the worker an amount at least sufficient to restore the standard of the cost of living. Most of them gave to the worker an addition of approximately 10 or 12 percent, based on the theory that the great corporations with swollen profits were in position to make some concessions. The lowest offer yet to be made was that of General Motors Corp. which would restore the compensation of the automobile worker sufficiently to enable him to meet the increase in the cost of living.

But, Mr. President, we are considering a great group of workers who do not have the power or right to strike. I say categorically to the Senate that if we accept the Byrd amendment we will be forcing our workers into such an unfavorable position that the resultant situation will be one which has not even been suggested by any corporations or other portions of industry. If that is what the Senate of the United States wants to do, of course, I must unhappily acquiesce. If the Senate wishes to take a group which does not have the power to defend itself and place it in a uniquely unfavorable position, then that must be done.

Mr. President, I merely add to what I have already said that an increase of 20 percent straight across the board, which was recommended by the committee, would give to the workers in the lower brackets approximately 10 percent more than the cost of living, and to the workers in the highest category it would give approximately 5 percent less than the cost of living. The American people, by an overwhelming poll, have stated their belief in the righteousness of the proposed 20 percent increase. In my opinion, Mr. President, the Byrd amendment should be rejected by the Senate, and the bill as reported should be passed.

SEVERAL SENATORS. Vote!

Mr. LANGER. Mr. President, will the Senator from California yield?

Mr. DOWNEY. I yield.

Mr. LANGER. Under the Senator's bill is a \$10,000-a-year man to receive an increase in his salary?

Mr. DOWNEY. Mr. President, I intend to offer an amendment to the bill whenever the proper time arrives. The amendment will be offered to maintain the ceiling of \$10,000.

Mr. LANGER. I thank the Senator.

The PRESIDING OFFICER (Mr. HUFFMAN in the chair). The question is on agreeing to the amendment of the Senator from Virginia [Mr. BYRD].

Mr. DOWNEY and Mr. BYRD asked for the yeas and nays.

The yeas and nays were ordered.

Mr. RUSSELL. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Austin	Hoey	O'Mahoney
Ball	Huffman	Pepper
Bilbo	Johnson, Colo.	Radcliffe
Brewster	Johnston, S. C.	Revercomb
Brooks	Kilgore	Russell
Buck	Knowland	Saltonstall
Bushfield	La Follette	Shipstead
Byrd	Langer	Stanfill
Capehart	Lucas	Stewart
Capper	McCarran	Taft
Carville	McClellan	Taylor
Chavez	McFarland	Thomas, Utah
Connally	McKellar	Tobey
Downey	McMahon	Tunnell
Ellender	Magnuson	Tydings
Ferguson	Maybank	Vandenberg
Fulbright	Mead	Wagner
Gossett	Millikin	Walsh
Green	Mitchell	Wherry
Guffey	Moore	White
Gurney	Morse	Wiley
Hart	Murdock	Willis
Hayden	Myers	Wilson
Hickenlooper	O'Daniel	Young

The PRESIDING OFFICER. Seventy-two Senators having answered to their names, there is a quorum present.

The question is on agreeing to the amendment offered by the Senator from Virginia [Mr. BYRD], in the nature of a substitute.

Mr. MEAD. A parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. MEAD. It is my understanding that the amendment offered by the junior Senator from Virginia [Mr. BYRD] is now before the Senate, and that a yea vote is a vote for the Byrd amendment, and a nay vote is a vote in favor of the bill as reported by the chairman of the Committee on Civil Service, the Senator from California [Mr. DOWNEY].

The PRESIDING OFFICER. A vote in the negative would be a vote against the Byrd amendment. That is as far as the Chair will rule at this time.

The yeas and nays having been ordered, the clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. TOBEY (when his name was called). I have a pair with the Senator from New Jersey [Mr. HAWKES] who, if present, would vote "yea" on the pending amendment. As I propose to vote in the affirmative, I am, therefore, free to vote. I vote "yea."

The roll call was concluded.

Mr. THOMAS of Utah (after having voted in the negative). I have a general pair with the Senator from New Hampshire [Mr. BRIDGES] which I transfer to the Senator from Alabama [Mr. HILL], and permit my vote to stand. I am not advised how the Senator from Alabama would vote, if present.

Mr. WAGNER (after having voted in the negative). I have a general pair with the Senator from Kansas [Mr. REED]. I transfer that pair to the Senator from Kentucky [Mr. BARKLEY], and allow my vote to stand. I am not advised how the Senator from Kentucky would vote, if present.

Mr. DOWNEY. I announce that the Senator from Virginia [Mr. GLASS] is absent because of illness.

The Senator from Florida [Mr. ANDREWS], the Senator from North Carolina [Mr. BAILEY], the Senator from Alabama [Mr. BANKHEAD], the Senator from Kentucky [Mr. BARKLEY], the Senator from Mississippi [Mr. EASTLAND], the Senator from Georgia [Mr. GEORGE], the Senator from Rhode Island [Mr. GERRY], and the Senator from Louisiana [Mr. OVERTON] are necessarily absent.

The Senator from Missouri [Mr. BRIGGS], the Senator from New Mexico [Mr. HATCH], the Senator from Alabama [Mr. HILL], the Senators from Montana [Mr. MURRAY and Mr. WHEELER], and the Senator from Pennsylvania [Mr. MYERS] are detained on public business.

The Senator from Oklahoma [Mr. THOMAS] is absent on official business.

The Senator from Illinois [Mr. LUCAS] is detained at a meeting of the Joint Committee on the Investigation of the Pearl Harbor Attack.

I announce further that on this question the Senator from Pennsylvania [Mr. MYERS] is paired with the Senator from Wyoming [Mr. ROBERTSON]. If present and voting, the Senator from Pennsylvania [Mr. MYERS] would vote "nay,"

and the Senator from Wyoming [Mr. ROBERTSON] would vote "yea."

I also wish to announce that the Senator from Montana [Mr. MURRAY] is paired on this question with the Senator from Rhode Island [Mr. GERRY]. If present and voting, the Senator from Montana [Mr. MURRAY] would vote "nay" and the Senator from Rhode Island [Mr. GERRY] would vote "yea."

I announce further that the Senator from Alabama [Mr. BANKHEAD] has a general pair with the Senator from Nebraska [Mr. BUTLER].

Mr. WHERRY. The Senator from New Hampshire [Mr. BRIDGES] has a general pair with the Senator from Utah [Mr. THOMAS].

The Senator from Nebraska [Mr. BUTLER] has a general pair with the Senator from Alabama [Mr. BANKHEAD]. If present the Senator from Nebraska would vote "yea."

The Senator from Wyoming [Mr. ROBERTSON], who would vote "yea," has a pair on this question with the Senator from Pennsylvania [Mr. MYERS], who would vote "nay."

The Senator from New Jersey [Mr. HAWKES] would vote "yea."

The Senator from Kansas [Mr. REED], who would vote "yea," has a general pair with the Senator from New York [Mr. WAGNER].

The Senator from Vermont [Mr. AIKEN] has been excused. He is necessarily absent.

The Senator from Missouri [Mr. DONNELL] has been excused.

The Senator from Oregon [Mr. CORDON] is absent on official business.

The Senator from New Jersey [Mr. SMITH] is necessarily absent.

The Senator from South Dakota [Mr. BUSHFIELD], the Senator from Oregon [Mr. MORSE], the Senator from Iowa [Mr. WILSON], and the Senator from North Dakota [Mr. YOUNG] are detained on official business.

The Senator from Oregon [Mr. MORSE] would vote "nay" if present.

The result was announced—yeas 47, nays 19, as follows:

YEAS—47

Austin	Hart	Radcliffe
Ball	Hayden	Revercomb
Bilbo	Hickenlooper	Russell
Brewster	Hoey	Saltonstall
Brooks	Huffman	Shipstead
Buck	Johnson, Colo.	Stanfill
Byrd	Johnston, S. C.	Stewart
Capehart	Knowland	Taft
Capper	McClellan	Tobey
Carville	McFarland	Tydings
Connally	McKellar	Vandenberg
Ellender	McMahon	Wherry
Ferguson	Maybank	White
Fulbright	Millikin	Wiley
Gossett	Moore	Willis
Gurney	O'Mahoney	

NAYS—19

Chavez	McCarran	Taylor
Downey	Magnuson	Thomas, Utah
Green	Mead	Tunnell
Guffey	Mitchell	Wagner
Kilgore	Murdock	Walsh
La Follette	O'Daniel	
Langer	Pepper	

NOT VOTING—30

Aiken	Donnell	Murray
Andrews	Eastland	Myers
Bailey	George	Overton
Bankhead	Gerry	Reed
Barkley	Glass	Robertson
Bridges	Hatch	Smith
Briggs	Hawkes	Thomas, Okla.
Bushfield	Hill	Wheeler
Butler	Lucas	Wilson
Cordon	Morse	Young

So the amendment offered by Mr. BYRD on behalf of himself, Mr. HICKENLOOPER, and Mr. HART, was agreed to.

The PRESIDING OFFICER. The bill is still before the Senate and open to further amendment.

If there be no further amendment to be offered, the question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, and was read the third time.

The PRESIDING OFFICER. The bill having been read the third time, the question is, Shall it pass?

Mr. DOWNEY. On the final passage of the bill I ask for the yeas and nays.

The yeas and nays were ordered, and the legislative clerk called the roll.

Mr. THOMAS of Utah. I have a general pair with the Senator from New Hampshire [Mr. BRIDGES], which I transfer to the Senator from Alabama [Mr. HILL], and will vote. I vote "yea." If present, the Senator from Alabama would vote "yea."

Mr. WAGNER. I have a general pair with the Senator from Kansas [Mr. REED]. I transfer that pair to the Senator from Kentucky [Mr. BARKLEY], and will vote. I vote "yea." If present the Senator from Kentucky would vote "yea."

Mr. DOWNEY. I announce that the Senator from Virginia [Mr. GLASS] is absent because of illness.

The Senator from Florida [Mr. ANDREWS], the Senator from North Carolina [Mr. BAILEY], the Senator from Alabama [Mr. BANKHEAD], the Senator from Kentucky [Mr. BARKLEY], the Senator from Mississippi [Mr. EASTLAND], the Senator from Georgia [Mr. GEORGE], the Senator from Rhode Island [Mr. GERRY], and the Senator from Louisiana [Mr. OVERTON] are necessarily absent.

The Senator from Missouri [Mr. BRIGGS], the Senator from New Mexico [Mr. HATCH], the Senator from Alabama [Mr. HILL], the Senators from Montana [Mr. MURRAY and Mr. WHEELER], and the Senator from Pennsylvania [Mr. MYERS] are detained on public business.

The Senator from Georgia [Mr. RUSSELL] is detained at an important committee meeting.

The Senator from Oklahoma [Mr. THOMAS] is absent on official business.

The Senator from Illinois [Mr. LUCAS] is detained at a meeting of the Joint Committee on the Investigation of the Pearl Harbor Attack.

I wish to announce further that if present and voting, the Senator from Florida [Mr. ANDREWS], the Senator from Mississippi [Mr. EASTLAND], the Senator from Georgia [Mr. GEORGE], the Senator from Rhode Island [Mr. GERRY], the Senator from Illinois [Mr. LUCAS], the Senator from Montana [Mr. MURRAY], the Senator from Pennsylvania [Mr. MYERS], the Senator from Georgia [Mr. RUSSELL], the Senator from Oklahoma [Mr. THOMAS], and the Senator from Montana [Mr. WHEELER] would vote "yea," and the Senator from Louisiana [Mr. OVERTON] would vote "nay."

I also wish to announce that the Senator from Alabama [Mr. BANKHEAD] has a general pair with the Senator from Nebraska [Mr. BUTLER].

Mr. WHERRY. The Senator from Vermont [Mr. AIKEN] has been excused. He is necessarily absent.

The Senator from Nebraska [Mr. BUTLER], who would vote "yea," has a general pair with the Senator from Alabama [Mr. BANKHEAD].

The Senator from Oregon [Mr. CORDON] is absent on official business.

The Senator from New Jersey [Mr. ROBERTSON] would vote "yea." He is necessarily absent.

The Senator from Wyoming [Mr. ROBERTSON] would vote "yea." He is necessarily absent.

The Senator from Kansas [Mr. REED] has a general pair with the Senator from New York [Mr. WAGNER].

The Senator from New Jersey [Mr. SMITH] would vote "yea." He is necessarily absent.

The Senator from Oregon [Mr. MORSE] would vote "yea." He is detained on official business.

The Senator from South Dakota [Mr. BUSHFIELD], the Senator from Iowa [Mr. WILSON], and the Senator from North Dakota [Mr. YOUNG] are detained on official business.

The Senator from New Hampshire [Mr. BRIDGES] has a general pair with the Senator from Utah [Mr. THOMAS].

The Senator from Missouri [Mr. DONNELL] has been excused.

The result was announced—yeas 62, nays 3, as follows:

YEAS—62

Austin	Hoey	Pepper
Ball	Huffman	Radcliffe
Bilbo	Johnson, Colo.	Revercomb
Brewster	Johnston, S. C.	Saltonstall
Brooks	Kilgore	Shipstead
Buck	Knowland	Stanfill
Byrd	La Follette	Stewart
Capehart	Langer	Taft
Capper	McCarran	Taylor
Carville	McClellan	Thomas, Utah
Chavez	McFarland	Tobey
Downey	McKellar	Tunnell
Ferguson	McMahon	Tydings
Fulbright	Magnuson	Vandenberg
Gossett	Maybank	Wagner
Green	Mead	Walsh
Guffey	Millikin	Wherry
Gurney	Mitchell	White
Hart	Moore	Wiley
Hayden	Murdock	Willis
Hickenlooper	O'Mahoney	

NAYS—3

Connally	Ellender	O'Daniel
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NOT VOTING—31

Aiken	Eastland	Overton
Andrews	George	Reed
Bailey	Gerry	Robertson
Bankhead	Glass	Russell
Barkley	Hatch	Smith
Bridges	Hawkes	Thomas, Okla.
Briggs	Hill	Wheeler
Bushfield	Lucas	Wilson
Butler	Morse	Young
Cordon	Murray	
Donnell	Myers	

So the bill (S. 1415) was passed.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Maurer, one of its reading clerks, announced that the Speaker had affixed his signature to the following enrolled bills, and they were signed by the President pro tempore:

S. 862. An act to amend the act entitled "An act for the relief of certain settlers in the town site of Ketchum, Idaho," approved July 11, 1940, so as to extend for 3 years the time for making application for benefits thereunder; and

S. 1366. An act to authorize the State of Tennessee to convey a railroad right-of-way through Montgomery Bell Park.

SALE OF CERTAIN GOVERNMENT-OWNED MERCHANT VESSELS

Mr. RADCLIFFE. Mr. President, I move that the Senate proceed to the consideration of House bill 3603, known as the ship-sales bill.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The CHIEF CLERK. A bill (H. R. 3603) to provide for the sale of surplus war-built vessels, and for other purposes.

Mr. O'MAHONEY. Mr. President, will the Senator yield?

Mr. RADCLIFFE. I yield.

Mr. O'MAHONEY. I understand that the Senator desires to proceed to the consideration of the ship-sales bill.

Mr. RADCLIFFE. That is correct.

Mr. O'MAHONEY. May I ask the Senator whether he believes that the measure can be disposed of within a reasonable length of time?

Mr. RADCLIFFE. I can say to the Senator from Wyoming that I certainly believe so. Before today the bill had been before the Senate three times as a result of the courtesy of the senior Senator from California, whose bill was the regular order. On the last occasion when we were considering the bill, it was on the eve of vote on final passage, but literally at the last moment a question was asked about the bill. I do not think any considerable length of time will be necessary to dispose of the bill today. I do not know of any question in connection with the bill which will require probably much time for either discussion or action.

Mr. O'MAHONEY. Mr. President, there is on the calendar a very important bill dealing with the War Powers Act, an act which would be very greatly changed by the action taken in the House. It must be passed before the end of the year, because the act expires by operation of law. If the ship-sales bill is to provoke debate, I should prefer to try to see whether I can obtain consideration for the other bill. However, my understanding is that the ship-sales bill is not likely to provoke much debate.

Mr. RADCLIFFE. It is very definitely my impression that it will not, and that the discussion on the bill will be very brief.

Mr. TAFT. Mr. President, will the Senator yield?

Mr. RADCLIFFE. I yield.

Mr. TAFT. Let me say to the distinguished Senator from Wyoming that I would have no objection to taking up the extension of the Second War Powers Act today, but I would object very strongly to trying to complete consideration of the measure today. It involves a number of very important questions.

Mr. O'MAHONEY. That is true.

Mr. TAFT. It seems to me that if it is made the order of business today, it ought to be with the understanding that it will be debated tomorrow.

Mr. O'MAHONEY. I have no objection to that.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Maryland [Mr. RADCLIFFE].

The motion was agreed to; and the Senate proceeded to the consideration of the bill (H. R. 3603) to provide for the sale of surplus war-built vessels, and for other purposes.

Mr. TOBEY. Mr. President, I move to lay the ship-sales bill on the table.

The PRESIDING OFFICER. The motion is not debatable.

The question is on agreeing to the motion of the Senator from New Hampshire [Mr. TOBEY]. [Putting the question.]

Mr. TOBEY. I ask for the yeas and nays.

The yeas and nays were not ordered.

Mr. TOBEY. I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Austin	Hickenlooper	O'Mahoney
Ball	Hoey	Pepper
Bilbo	Huffman	Radcliffe
Brewster	Johnson, Colo.	Revercomb
Brooks	Johnston, S. C.	Saltonstall
Buck	Kilgore	Shipstead
Byrd	Knowland	Stanfill
Capehart	La Follette	Stewart
Capper	Langer	Taft
Carville	McCarran	Taylor
Chavez	McClellan	Thomas, Utah
Connally	McFarland	Tobey
Downey	McKellar	Tunnell
Ellender	McMahon	Tydings
Ferguson	Magnuson	Vandenberg
Fulbright	Maybank	Wagner
Gossett	Mead	Walsh
Green	Millikin	Wherry
Guffey	Mitchell	White
Gurney	Moore	Wiley
Hart	Murdock	Willis
Hayden	O'Daniel	

The PRESIDING OFFICER. Sixty-five Senators have answered to their names. A quorum is present.

The question is on agreeing to the motion of the Senator from New Hampshire [Mr. TOBEY] to lay the bill on the table. [Putting the question.]

Mr. TOBEY. I ask for a division.

Mr. McMAHON. Mr. President, what is the motion?

The PRESIDING OFFICER. The motion is to lay the bill on the table. On this question the Senator from New Hampshire has requested a division.

On a division the motion was rejected.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Maryland that the Senate reconsider the vote by which the committee amendment as amended was agreed to.

Mr. LANGER. Mr. President, I wish to say that there will not be a vote tonight.

I desire to make a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. LANGER. What is the amendment?

Mr. RADCLIFFE. Mr. President, the situation is that the language of House bill was stricken out by the committee, and the committee wrote in lieu thereof an amendment in the nature of a new bill. That committee amendment was submitted to the Senate. The Senate amended it in a few respects, and then the committee amendment as thus

amended was adopted. The bill as thus amended was ready for final passage.

Then the junior Senator from Wyoming [Mr. ROBERTSON], as I recall, moved that the bill be recommitted, stating that he wished to have an opportunity to present an amendment. That motion was temporarily laid aside. That was the situation when the Senate took a recess.

So the present situation is that the committee amendment as amended has been adopted, and a motion has been made to reconsider the vote by which it was adopted.

Mr. LANGER. Mr. President, I should like to have the clerk read the amendment which some Senators are trying to have reconsidered.

Mr. KNOWLAND. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. KNOWLAND. I do not understand that the motion of the Senator from Maryland is being pressed. It was understood that a motion to reconsider might be made, but no such motion was made.

So, as I understand, the question now is on the final passage of the bill.

The PRESIDING OFFICER. The question is on the motion to reconsider the vote by which the committee amendment as amended was agreed to.

Mr. RADCLIFFE. Mr. President, I told the Senator from Wyoming that I would move to have the Senate reconsider the vote by which the committee amendment as amended was adopted. I made that motion the other day, but no action was taken on it at that particular time.

That is the situation today. Again I move that the vote by which the committee amendment was adopted be reconsidered.

Mr. KNOWLAND. Mr. President, I must oppose the motion. That was not my understanding at the time when this bill was being taken up again; I did not understand that an attempt would be made to have my amendment reconsidered. The Senator from Wyoming [Mr. ROBERTSON] is not here at this time; but my understanding was that, so far as was then known, no Senator would request reconsideration, but that we would proceed to vote on the bill itself.

If a motion is to be made at this point to reconsider, that changes the situation considerably. I shall have to oppose a motion to reconsider.

Mr. RADCLIFFE. Mr. President, let me say to the Senator from California that I told the Senator from Wyoming, who is not in the Chamber at this time, that I would make the motion to reconsider. I shall not discuss it, but I am going to keep faith with the Senator from Wyoming and I shall make that motion.

Mr. O'MAHONEY. Mr. President, if the Senator makes the motion, will he support it?

Mr. RADCLIFFE. Yes.

Mr. O'MAHONEY. So the Senator from Maryland, on behalf of my colleague from Wyoming [Mr. ROBERTSON], will ask the Senate to reconsider its action; will he?

Mr. RADCLIFFE. That is entirely correct.

79TH CONGRESS
1ST SESSION

S. 1415

IN THE HOUSE OF REPRESENTATIVES

DECEMBER 19, 1945

Referred to the Committee on the Civil Service

AN ACT

To increase the rates of compensation of officers and employees
of the Federal Government.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That (a) the first sentence of section 405 (a) of the
4 Federal Employees Pay Act of 1945 is amended to read
5 as follows: "Each of the existing rates of basic compensa-
6 tion set forth in section 13 of the Classification Act of
7 1923, as amended, except those affected by subsection (b)
8 of this section, is hereby increased by 36 per centum of
9 that part thereof which is not in excess of \$1,200 per
10 annum, plus 18 per centum of that part thereof which is in
11 excess of \$1,200 per annum but not in excess of \$4,600

1 per annum, plus 9 per centum of that part thereof which
2 is in excess of \$4,600 per annum.”

3 (b) (1) The proviso to the fifth paragraph under the
4 heading “Crafts, Protective, and Custodial Service” in sec-
5 tion 13 of the Classification Act of 1923, as amended, is
6 hereby amended to read as follows: “*Provided*, That char-
7 women working part time be paid at the rate of 88 cents
8 an hour, and head charwomen at the rate of 93 cents an
9 hour”.

10 (2) Such section is amended so as to provide the fol-
11 lowing rates of compensation for positions in the clerical-
12 mechanical service:

13 Grade 1, 88 to 95 cents an hour.

14 Grade 2, \$1.01 to \$1.09 an hour.

15 Grade 3, \$1.17 to \$1.23 an hour.

16 Grade 4, \$1.31 to \$1.45 an hour.

17 (c) The increase in existing rates of basic compensa-
18 tion provided by this section shall not be construed to be an
19 “equivalent increase” in compensation within the meaning
20 of section 7 (b) (1) of the Classification Act of 1923, as
21 amended.

22 SEC. 2. Section 602 of the Federal Employees Pay Act
23 of 1945 is amended by inserting after the words “section
24 405 of this Act”, wherever they occur in such section, a
25 comma and the words “as amended”.

1 SEC. 3. (a) The first sentence of section 501 of the
2 Federal Employees Pay Act of 1945 is amended to read
3 as follows: "Except as provided in section 503, each offi-
4 cer and employee in or under the legislative branch to whom
5 this title applies shall be paid additional compensation com-
6 puted as follows: 36 per centum of that part of his rate of
7 basic compensation which is not in excess of \$1,200 per
8 annum, plus 18 per centum of that part of such rate which
9 is in excess of \$1,200 per annum but not in excess of
10 \$4,600 per annum, plus 9 per centum of that part of such
11 rate which is in excess of \$4,600 per annum."

12 (b) The first sentence of section 521 of such Act is
13 amended to read as follows: "Each officer and employee
14 in or under the judicial branch to whom this title applies
15 shall be paid additional basic compensation computed as
16 follows: 36 per centum of that part of his rate of basic
17 compensation which is not in excess of \$1,200 per annum,
18 plus 18 per centum of that part of such rate which is in
19 excess of \$1,200 per annum but not in excess of \$4,600
20 per annum, plus 9 per centum of that part of such rate
21 which is in excess of \$4,600 per annum."

22 SEC. 4. Section 603 (b) of the Federal Employees
23 Pay Act of 1945 is amended by inserting after the words
24 "by reason of the enactment of this Act" the words "or
25 any amendment thereto".

1 SEC. 5. There are hereby authorized to be appropriated
2 such sums as may be necessary to carry out the provisions
3 of this Act.

 Passed the Senate December 18 (legislative day,
October 29), 1945.

Attest:

LESLIE L. BIFFLE,
Secretary.

AN ACT

To increase the rates of compensation of officers and employees of the Federal Government.

DECEMBER 19, 1945

Referred to the Committee on the Civil Service

79TH CONGRESS
2D SESSION

H. R. 5939

79TH CONGRESS
2D SESSION

H. R. 5939

IN THE HOUSE OF REPRESENTATIVES

MARCH 29, 1946

Mr. JACKSON introduced the following bill; which was referred to the Committee on the Civil Service

A BILL

To increase the rates of compensation of officers and employees of the Federal Government, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 SHORT TITLE

4 SECTION 1. This Act may be cited as the “Federal
5 Employees Pay Act of 1946”.

6 INCREASE IN CLASSIFICATION ACT PAY RATES

7 SEC. 2. (a) Each of the existing rates of basic compen-
8 sation provided by section 13 of the Classification Act of
9 1923, as amended and supplemented, is hereby increased
10 by 18.5 per centum. Such augmented rates shall be con-

1 sidered to be the regular rates of basic compensation pro-
2 vided by such section.

3 (b) The increase in existing rates of basic compensa-
4 tion provided by this section shall not be construed to be
5 an "equivalent increase" in compensation within the mean-
6 ing of section 7 (b) (1) of the Classification Act of 1923,
7 as amended.

8 INCREASE IN PAY RATES FOR CUSTOMS CLERKS AND
9 IMMIGRANT INSPECTORS

10 SEC. 3. Each of the existing rates of basic compensation
11 provided by the Act entitled "An Act to adjust the com-
12 pensation of certain employees in the Customs Service",
13 approved May 29, 1928, as amended and supplemented,
14 and those provided by the second paragraph of section 24
15 of the Immigration Act of 1917, as amended and supple-
16 mented, are hereby increased by 18.5 per centum. Such aug-
17 mented rates shall be considered to be the regular rates of
18 basic compensation.

19 INCREASE IN STATUTORY PAY RATES IN THE EXECUTIVE
20 BRANCH NOT UNDER CLASSIFICATION ACT

21 SEC. 4. (a) Rates of basic compensation specifically pro-
22 vided by statute (including any increase therein computed in
23 accordance with section 602 (b) of the Federal Employees
24 Pay Act of 1945) for positions in the executive branch or the
25 District of Columbia municipal government which are not

1 included in section 102, as amended, of the Federal Em-
2 ployees Pay Act of 1945 or in the District of Columbia
3 Teachers' Salary Act of 1945, and are not increased by any
4 other provision of this Act, are hereby increased by 18.5
5 per centum. Such augmented rates shall be considered
6 to be the regular rates of basic compensation.

7 (b) Section 102 (a) of the Federal Employees Pay
8 Act of 1945 is amended by striking out the following: "(3)
9 heads of departments or of independent establishments or
10 agencies of the Federal Government, including Government-
11 owned or controlled corporations;".

12 INCREASE IN PAY RATES IN THE LEGISLATIVE BRANCH

13 SEC. 5. (a) The first sentence of section 501 of the
14 Federal Employees Pay Act of 1945 is amended by insert-
15 ing before the period at the end thereof a comma and the
16 following: "plus 18.5 per centum of his basic compensation
17 as increased by the foregoing percentages".

18 (b) The second sentence of such section 501 is amended
19 to read as follows: "The additional compensation provided
20 by this section and section 502 shall be considered a part
21 of the basic compensation of any such officer or employee
22 for the purposes of the Civil Service Retirement Act of
23 May 29, 1930, as amended."

24 (c) Section 502 of such Act is amended to read as
25 follows:

1 “ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

2 “SEC. 502. Each officer and employee in or under the
3 legislative branch entitled to the benefits of section 501 of
4 this Act shall be paid additional compensation at the rate
5 of 10 per centum of the aggregate of the rate of his basic
6 compensation and the rate of additional compensation
7 received by him under section 501 of this Act.”

8 INCREASE IN PAY RATES IN THE JUDICIAL BRANCH

9 SEC. 6. (a) The first sentence of section 521 of the
10 Federal Employees Pay Act of 1945 is amended by insert-
11 ing before the period at the end thereof a comma and
12 the following: “plus 18.5 per centum of his basic compensa-
13 tion as increased by the foregoing percentages”.

14 (b) The second sentence of such section 521 is
15 amended by inserting after “section 405 of this Act” the
16 following: “and section 2 of the Federal Employees Pay
17 Act of 1946”.

18 (c) Section 522 of such Act is hereby repealed.

19 REPEAL OF LIMITATION ON AGGREGATE RATE

20 SEC. 7. Section 603 (b) of the Federal Employees Pay
21 Act of 1945 is hereby repealed.

22 VESSEL EMPLOYEES

23 SEC. 8. (a) Section 102 (d) of the Federal Employees
24 Pay Act of 1945 is amended to read as follows:

1 “(d) This Act, except sections 606 and 607, shall
 2 not apply to employees of the Transportation Corps of the
 3 Army of the United States on vessels operated by the United
 4 States, to vessel employees of the Coast and Geodetic Sur-
 5 vey, to vessel employees of the Department of the Interior,
 6 or to vessel employees of the Panama Railroad Company.”

7 (b) Section 606 of such Act is amended to read as
 8 follows:

9 “VESSEL EMPLOYEES

10 “SEC. 606. Employees of the Transportation Corps of
 11 the Army of the United States on vessels operated by the
 12 United States, vessel employees of the Coast and Geodetic
 13 Survey, vessel employees of the Department of the In-
 14 terior, and vessel employees of the Panama Railroad Com-
 15 pany, may be compensated in accordance with the wage
 16 practices of the maritime industry.”

17 COMPENSATORY TIME OFF FOR IRREGULAR OR OCCASIONAL

18 OVERTIME WORK

19 SEC. 9. Section 202 (a) of the Federal Employees Pay
 20 Act of 1945 is amended by striking out “forty-eight hours”
 21 and inserting in lieu thereof “forty hours”.

22 NIGHT PAY DIFFERENTIAL

23 SEC. 10. That part of section 301 of the Federal Em-

1 ployees Pay Act of 1945 which precedes the first proviso
2 is amended to read as follows: "Any officer or employee
3 to whom this title applies who is assigned to a regularly
4 scheduled tour of duty, any part of which, including over-
5 time, falls between the hours of 6 o'clock postmeridian and
6 6 o'clock antemeridian, shall, for duty between such hours,
7 excluding periods when he is in a leave status, be paid
8 compensation at a rate 10 per centum in excess of his rate
9 of basic compensation for duty between other hours:".

10 PAY FOR HOLIDAY WORK

11 SEC. 11. That part of the first sentence of section 302
12 of the Federal Employees Pay Act of 1945 which precedes
13 the proviso is amended to read as follows: "Any officer or
14 employee to whom this title applies who is assigned to duty
15 on a holiday designated by Federal statute or Executive
16 order during hours which fall within his basic administrative
17 workweek of forty hours shall be compensated for not to
18 exceed eight hours of such duty, excluding periods when he
19 is in a leave status, in lieu of his regular rate of basic com-
20 pensation for such duty, at the rate of twice such regular
21 rate of basic compensation, in addition to any extra com-
22 pensation for night duty provided by section 301 of this
23 Act:".

1 PAY RATES FOR GRADES 9 AND 10 OF THE CRAFTS, PRO-
2 TECTIVE, AND CUSTODIAL SERVICE OF THE CLASSIFICA-
3 TION ACT

4 SEC. 12. (a) Section 13 of the Classification Act of
5 1923, as amended, is hereby further amended by striking
6 out the second paragraph relating to grade 9 of the Crafts,
7 Protective, and Custodial Service and substituting therefor
8 the following:

9 "The annual rates of compensation for positions in this
10 grade shall be \$2,870, \$2,980, \$3,090, \$3,200, \$3,310,
11 \$3,420, and \$3,530."

12 (b) Section 13 of the Classification Act of 1923, as
13 amended, is hereby further amended by striking out the
14 second paragraph relating to grade 10 of the Crafts, Protec-
15 tive, and Custodial Service and substituting therefor the
16 following:

17 "The annual rates of compensation for positions in this
18 grade shall be \$3,200, \$3,310, \$3,420, \$3,530, \$3,640,
19 \$3,750, and \$3,860."

20 (c) With respect to grades 9 and 10 of the Crafts,
21 Protective, and Custodial Service, the increase in rates of
22 basic compensation provided by section 2 of this Act shall
23 be computed on the rates of basic compensation established

1 for such grades, as amended by subsections (a) and (b) of
2 this section.

3 **GENERAL ACCOUNTING OFFICE**

4 SEC. 13. This Act and any other general legislation
5 heretofore or hereafter enacted governing the employment,
6 compensation, emoluments, and status of officers and em-
7 ployees of the United States shall apply to officers and em-
8 ployees of the General Accounting Office in the same manner
9 and to the same extent as if such officers and employees were
10 in or under the executive branch of the Government.

11 **APPROPRIATIONS AUTHORIZED**

12 SEC. 14. There are hereby authorized to be appropriated
13 such sums as may be necessary to carry out the provisions
14 of this Act.

15 **EFFECTIVE DATE**

16 SEC. 15. This Act shall take effect on July 1, 1946.

79TH CONGRESS
2^D SESSION

H. R. 5939

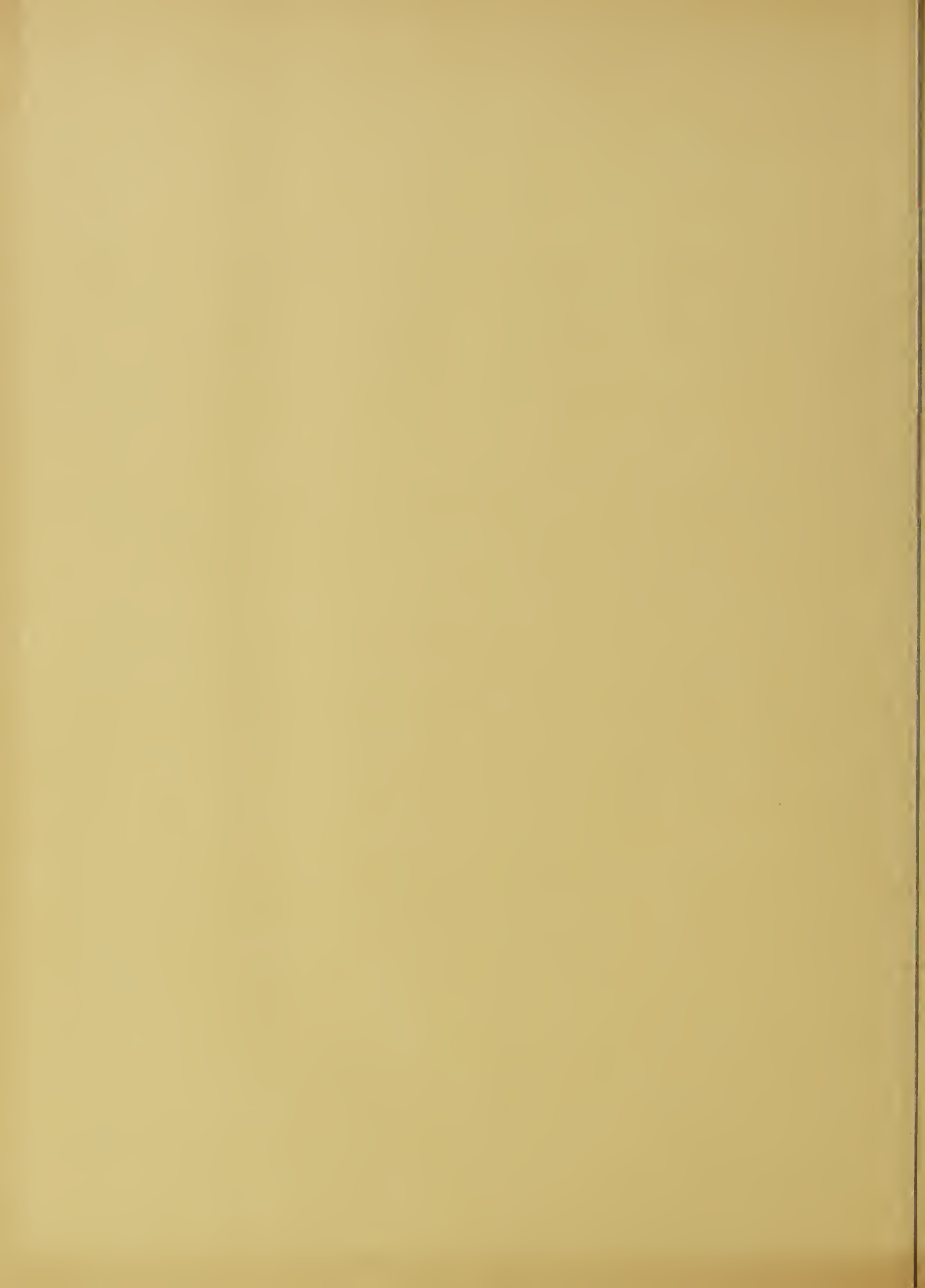
A BILL

To increase the rates of compensation of officers and employees of the Federal Government, and for other purposes.

By Mr. JACKSON

MARCH 29, 1946

Referred to the Committee on the Civil Service



DIGEST OF PROCEEDINGS OF CONGRESS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE
(Issued April 2, 1946, for actions of Monday, April 1, 1946)

(For staff of the Department only)

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HIGHLIGHTS: House Committee reported revised Federal pay bill. Senate Defense-Investigation Committee announced intention to complete its work "by the first of next year". Sen. Wherry inserted tables showing details of employees from Executive Branch to congressional committees. Rep. Douglas of Ill. submitted measure for restoration of food rationing. Rep. Rizley submitted resolution for investigation of hourly returns to farmers and farm labor.

HOUSE

1. ECONOMY. Rep. Rich, Pa., urged economy in Government expenditures (p. 2966).
2. PRICE CONTROL. Rep. Gifford, Mass., suggested abolition of OPA and CPA and transfer of price and other controls to other Government agencies (pp. 2966-7).
Rep. Dirksen, Ill., requested that members make recommendations to the Committee now on changes in the OPA law (p. 2967).
3. PATENTS. Passed with amendment H. R. 3756, to require the recording of agreements regarding patents (pp. 2969-70).
4. FISSIONABLE MATERIALS. Passed without amendment H. R. 5594, to reserve for U. S. use all deposits of fissionable materials (p. 2971).
5. FEDERAL PAY BILL. The Civil Service Committee reported without amendment this bill, H. R. 5939 (H. Rept. 1834)(p. 2989).

SENATE

6. RESEARCH REPORT. Received from this Department a final report on agricultural research stations, 1945. To Agriculture and Forestry Committee. (pp. 2923-4.)
7. ELECTRIFICATION. Received an FPC report on production of electric energy. To Interstate Commerce Committee. (p. 2924.)
8. FARM PROGRAM. Received an Independent Farmers of Kans., petition for abolition of AAA, price control on farm products, OPA, and subsidies (p. 2924).

9. TRANSPORTATION. The Audit-Control Committee reported S. Res. 161, to provide for an investigation of the means of interstate and foreign transportation (p. 2926).
10. DEFENSE INVESTIGATION. Agreed without amendment to S. Res. 247, to provide \$85,000 additional for the Mead Committee (p. 2927). Chairman Lucas of the Audit-Control Committee, stated, "The chairman of the Special Committee... stated that it was the intent of his committee to complete its work by the first of next year" (p. 2927).
11. DETAILS TO COMMITTEES. Sen. Wherry, Nebr., inserted tables showing details of Government employees to Senate committees during the past year (pp. 2927-36). Chairman Lucas of the Audit-Control Committee expressed the hope that the investigations by special committees will be carried on by the standing committees (p. 2936).
12. PRICE CONTROL. Sen. Capper, Kans., inserted a Topeka Teachers' Association resolution commending the stabilization efforts (pp. 2936-7), and a letter from H. C. Barnes suggesting changes in the OPA program (p. 2937).

BILLS INTRODUCED

13. PULASKI'S DAY. S. J. Res. 151, by Sen. Mead, N. Y., authorizing the President to proclaim Oct. 11, 1946, Pulaski's Memorial Day. To Judiciary Committee. (p. 2925.)
14. RURAL MAIL. H. R. 5957, by Rep. Gathings, Ark., to provide for improved rural-mail service. To Post Office and Post Roads Committee. (p. 2989.)
15. A. A. A. H. R. 5957, by Rep. Pace, Ga., "to amend the Agricultural Adjustment Act of 1938, as amended." To Agriculture Committee. (p. 2989.)
16. FOOD RATIONING. H. Con. Res. 140, by Rep. Douglas, Ill., to restore rationing of food products on which there is a world deficit. To Banking and Currency Committee. (p. 2989.)
17. FEDERAL PAY BILL. Resolution, by Rep. Randolph, W. Va., to provide for consideration of this bill, H. R. 5939. To Rules Committee. (p. 2989.)
18. FARM LABOR. H. Res. 577, by Rep. Rizley, Okla., to request the President to have a report submitted to Congress on hourly returns to farmers and farm labor. To Agriculture Committee. (p. 2989.) Remarks of author (pp. 2987-8).
19. FOOD RESEARCH INSTITUTE. H. R. 5925, (see Digest 55) establishes a National Food Research Institute in this Department to conduct research in processing, packaging, transporting, distributing, marketing, and use of food and farm products, with the provision that the research facilities be made available to individual markets, processors, associations, foreign governments, etc.; to cooperate with State governments, disseminate information and findings of research assist in developing new markets for farm products; conduct and direct consumer education; determine dietary and nutritional requirements for eradication of malnutrition; collect and disseminate marketing information; conduct studies to help eliminate interstate barriers to free movement of farm products; and develop and promulgate proposed standards of quality, quantity, grade, and packaging of foods; also provides for transfer to the Institute of all agencies, etc., of the Government primarily concerned with these functions.

39. Mississippi River at Hastings, Minn.

(Thursday, May 2)

- 40. Fairport Harbor, Ohio.
- 41. Cleveland Harbor, Ohio.
- 42. Great Lakes connecting channels, Michigan.
- 43. Calumet-Sag Channel, Ind. and Ill.
- 44. Chicago River, North Branch of, Ill.
- 45. Napa River, Calif.
- 46. Coos Bay, Oreg.
- 47. Columbia River at Astoria, Oreg.
- 48. Columbia River at The Dalles, Oreg.
- 49. Columbia River, Foster Creek Dam, Wash.

EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred as follows:

1182. A letter from the Administrator, National Housing Agency, transmitting a draft of a proposed bill for the relief of William H. Morris; to the Committee on Claims.

1183. A letter from the Acting President, United States Civil Service Commission, transmitting one set of the Commission's requests for personnel for the fourth quarter of the fiscal year 1946; to the Committee on the Civil Service.

1184. A letter from the Director, Bureau of the Budget, transmitting copy of letter addressed to the Administrator of the Civilian Production Administration which increases the limitation on the amount which may be expended for travel from the sum set apart in appropriation to this agency for special projects; to the Committee on Appropriations.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. JACKSON: Committee on the Civil Service. H. R. 5939. A bill to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes; without amendment (Rept. No. 1834). Referred to the Committee of the Whole House on the State of the Union.

Mr. JOHN J. DELANEY: Committee on Rules. House Resolution 569. Resolution providing for the consideration of S. 1907, a bill to authorize permanent appointments in the Regular Navy and Marine Corps, and for other purposes; without amendment (Rept. No. 1835). Referred to the House Calendar.

Mr. LANHAM: Committee on Public Buildings and Grounds. H. R. 5796. A bill to amend title II of the act entitled "An act to expedite the provision of housing in connection with national defense, and for other purposes," approved October 14, 1940, as amended, to permit the making of contributions, during the fiscal year ending June 30, 1947, for the maintenance and operation of certain school facilities, and for other pur-

poses; with amendment (Rept. No. 1836). Referred to the Committee of the Whole House on the State of the Union.

PUBLIC BILLS AND RESOLUTIONS

Under clause 3 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. CARLSON:

H. R. 5956. A bill to provide tax relief for income earned over a period of years; to the Committee on Ways and Means.

By Mr. GATHINGS:

H. R. 5957. A bill authorizing and directing the Postmaster General to provide for the improvement of unimproved rural mail routes so as to expedite the rural delivery of United States mail matter; to the Committee on the Post Office and Post Roads.

By Mr. PACE:

H. R. 5958. A bill to amend the Agricultural Adjustment Act of 1938, as amended; to the Committee on Agriculture.

By Mr. McMILLAN of South Carolina:

H. R. 5959. A bill to exempt from taxation certain property of the Disabled American Veterans in the District of Columbia; to the Committee on the District of Columbia.

By Mrs. LUCE:

H. R. 5960. A bill to establish a Department of Children's Welfare; to the Committee on Expenditures in the Executive Departments.

By Mr. CANNON of Missouri:

H. J. Res. 333. Joint resolution to provide for the reappointment of Dr. Vannevar Bush as citizen regent of the Board of Regents of the Smithsonian Institution; to the Committee on the Library.

By Mrs. DOUGLAS of Illinois:

H. Con. Res. 140. Concurrent resolution to restore rationing of food products on which there is a marked world deficit; to the Committee on Banking and Currency.

By Mr. RANDOLPH:

H. Res. 576. Resolution providing for the consideration of the bill H. R. 5939, to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes; to the Committee on Rules.

By Mr. RIZLEY:

H. Res. 577. Resolution to request the President to take appropriate action to have a report made to Congress with respect to hourly returns to farmers and farm labor; to the Committee on Agriculture.

By Mr. COLMER:

H. Res. 578. Resolution authorizing the printing of additional copies of House Report No. 1677, current session, entitled "The Use of Wartime Controls During the Transitional Period," for the use of the Special Committee on Postwar Economic Policy and Planning; to the Committee on Printing.

By Mr. VINSON:

H. Res. 579. Resolution providing for the consideration of H. R. 5911, a bill to establish an Office of Naval Research in the Department of the Navy; to plan, foster, and encourage scientific research in recognition of its paramount importance as related to the maintenance of future naval power and the preservation of national security; to provide within the Department of the Navy a single office, which, by contract and otherwise, shall be able to obtain, coordinate, and make avail-

able to all bureaus and activities of the Department of the Navy, world-wide scientific information and the necessary services for conducting specialized and imaginative research; to establish a Naval Research Advisory Committee consisting of persons pre-eminent in the fields of science and research, to consult with and advise the Chief of such Office in matters pertaining to research; to the Committee on Rules.

PRIVATE BILLS AND RESOLUTIONS

Under clause 1 of rule XXII, private bills and resolutions were introduced and severally referred as follows:

By Mr. GORE:

H. R. 5961. A bill for the relief of the legal guardian of I. M. Cothron, Jr., a minor; to the Committee on Claims.

By Mr. McMILLAN of South Carolina:

H. R. 5962. A bill for the relief of Mrs. G. Wilden Eaddy; to the Committee on Claims.

PETITIONS, ETC.

Under clause 1 of rule XXII, petitions and papers were laid on the Clerk's desk and referred as follows:

1747. By the SPEAKER: Petition of Edmond C. Fletcher, 103 C Street SE., Washington, D. C., petitioning consideration of his resolution with reference to praying the impeachment of the Honorable David A. Pine, associate justice of the District Court of the United States for the District of Columbia; to the Committee on the Judiciary.

1748. Also, petition of Edmond C. Fletcher, 103 C Street SE., Washington, D. C., petitioning consideration of his resolution with reference to praying the impeachment of the Honorable Alexander Holtzoff, associate justice of the District Court of the United States for the District of Columbia; to the Committee on the Judiciary.

1749. Also, petition of Edmond C. Fletcher, 103 C Street SE., Washington, D. C., petitioning consideration of his resolution with reference to praying the impeachment of the Honorable Henry A. Schweinhaut, associate justice of the District Court of the United States for the District of Columbia; to the Committee on the Judiciary.

1750. Also, petition of Edmond C. Fletcher, 103 C Street SE., Washington, D. C., petitioning consideration of his resolution with reference to praying the impeachment of the Honorable Bolitha J. Laws, chief justice of the District Court of the United States for the District of Columbia; to the Committee on the Judiciary.

1751. Also, petition of veterans' organizations of the District of Columbia, petitioning consideration of their resolution with reference to urging authorization of appropriations for the government of the District of Columbia to provide necessary sewers, water mains, and streets for temporary housing; to the Committee on the District of Columbia.

1752. Also, petition of Baldomero S. Luque and others, petitioning consideration of their resolution with reference to favoring a continuance of the present status or a dominion status for the Philippines; to the Committee on Insular Affairs.

FEDERAL EMPLOYEES PAY ACT OF 1946

APRIL 1, 1946.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. JACKSON, from the Committee on the Civil Service, submitted the following

REPORT

[To accompany H. R. 5939]

The Committee on the Civil Service, to whom was referred the bill (H. R. 5939) to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

GENERAL STATEMENT

1. *Summary of purposes.*—The major purpose of H. R. 5939 is to provide an 18½-percent increase in salaries for the large majority of Federal “white collar” officers and employees. This increase is to apply to all grades uniformly, without salary limitation, so as to place the Federal Government in a more advantageous position than it is now in attracting and retaining necessary professional, scientific, technical, and administrative personnel in the middle and higher brackets.

The bill also (a) clarifies certain provisions of the Federal Employees Pay Act of 1945 which have been interpreted by the Comptroller General to deny the payment of the night pay differential authorized by that act, if the night work is performed on a holiday or after the completion of 40 hours of work during the week; (b) provides an extra day's pay for a full day's work on a holiday, instead of one-half day's extra pay as now provided; (c) adjusts the rates of grades 9 and 10 of the crafts, protective, and custodial service of the Classification Act of 1923 so as to restore proper differentials between the top grades in that service that prevailed prior to 1942; (d) includes vessel employees of the Department of the Interior in the group of vessel employees whose pay under existing law may be governed by practices of the maritime industry; (e) authorizes the issuance of regulations to permit an em-

ployee who works overtime irregularly or occasionally in excess of 40 hours a week (instead of 48 hours as at present) to request and receive compensatory time off in lieu of overtime pay; and (f) stabilizes the status of the General Accounting Office, a legislative establishment, by keeping and bringing it under general personnel and pay legislation affecting the executive branch.

2. *Coverage.*—With respect to increases in rates of basic compensation, the bill covers the officers and employees in the executive, legislative, and judicial branches and in the District of Columbia municipal government who were covered by the basic pay increases of the Federal Employees Pay Act of 1945. In addition, it provides salary increases for heads of departments, agencies, and independent establishments, and for other top-ranking administrators and professional and technical men who were denied the benefits of the Federal Employees Pay Act of 1945 because of the \$10,000 limitation contained in that act.

Nearly all of these, 978,679 in number, estimated as of June 30, 1946, are paid under the pay scales of the Classification Act of 1923, as amended (970,647 in the executive branch and 8,032 in the legislative and judicial branches and in the District of Columbia municipal government). Also, pay increases are granted by the bill to 5,270 officers and employees in the legislative and judicial branches not subject to the Classification Act.

The following list will give a comprehensive view of the groups included within and excluded from the basic pay increase provisions of the bill.

GENERAL COVERAGE OF BASIC PAY INCREASE PROVISIONS

Note 1.—Section numbers in the "Included" and "Excluded" columns refer to sections of the bill containing express references to the group included or excluded. An "X" is used in instances where the bill does not make express reference to the group concerned.

	Included	Excluded
A. Executive branch:		
1. Salaries or wages under the Classification Act of 1923.....	Sec. 2.....	
2. Salaries or wages not under the Classification Act of 1923:		
(a) Customs clerks.....	Sec. 3.....	
(b) Immigrant inspectors.....	do.....	
(c) Statutory salaries not expressly exempted from the bill, such as those of heads of executive departments, independent establishments, and agencies; Under Secretaries and Solicitor General; heads of certain bureaus; clerks, administrative assistants, and officers in the foreign service under the State Department; medical officers, dentists, and nurses, Veterans' Administration; lighthouse keepers, Department of Commerce; locomotive-boiler inspectors, Interstate Commerce Commission; maximum limitation on salaries of collectors of internal revenue, Treasury Department.	Sec. 4.....	
(d) Statutory salaries expressly exempted from the bill, such as those of elected officials, officers and employees of postal field service, U. S. Park Police, and White House Police.	-----	Sec. 4.
(e) Salaries not established by legislative action, such as those of employees of Reconstruction Finance Corporation, Federal Housing Administration, Federal Reserve System, Farm Security Administration (in part), Securities and Exchange Commission (in part), Tennessee Valley Authority, Inland Waterways Corporation, OPA local price boards, or Selective Service System local boards.	-----	X.
(f) Salaries or wages fixed and adjusted from time to time by wage boards or similar administrative authority serving the same purpose, such as those of crafts, trades, and labor in navy yards, arsenals, railroads, the Government Printing Office, the Bureau of Engraving and Printing, irrigation, flood control, or power projects, or other industrial activities of the Government.	-----	X

	Included	Excluded
A. Executive branch—Continued		
2. Salaries or wages not under the Classification Act of 1923—Con.		
(g) Salaries or wages fixed and adjusted from time to time in accordance with practices of the maritime industry, such as those of officers and members of crews of Government-operated vessels of the Transportation Corps of the Army, Coast and Geodetic Survey, Panama Railroad Company, or the Department of the Interior.	-----	Sec. 8.
(h) Wages of employees outside the continental limits of the United States, including those in Alaska, fixed and adjusted from time to time in accordance with local native prevailing rates.	-----	X.
B. District of Columbia municipal government:		
1. Salaries under Classification Act of 1923 (including the Commissioners of the District of Columbia).	Sec. 2.----	
2. Salaries or wages not under the Classification Act of 1923:		
(a) Statutory salaries not expressly exempted from the bill, such as those of superintendent, deputy superintendent, and certain medical officers, Gallinger Municipal Hospital; or 3 chauffeurs for executive office of Commissioners.	Sec. 4.----	
(b) Statutory salaries expressly exempted from the bill, i. e., those of teachers and school officers under Teachers' Salary Act of 1945, Metropolitan Police, and Fire Department of the District of Columbia.	-----	Sec. 4.
(c) Wages fixed and adjusted from time to time by District of Columbia Wage Board for crafts, trades, and labor.	-----	X.
C. Legislative branch:		
1. Salaries under Classification Act of 1923, i. e., those in Library of Congress, Office of the Architect of the Capitol, and Botanic Garden.	Sec. 2.----	
2. Salaries or wages not under Classification Act of 1923:		
(a) Not expressly exempted from the bill.	Sec. 5.----	
(b) Expressly exempted from the bill, i. e., Members of Congress.	-----	Sec. 4.
(c) Per diem and per hour wages under Office of the Architect of the Capitol (prevailing-rate crafts, trades, and labor employees).	-----	X.
D. Judicial branch:		
1. Salaries under Classification Act of 1923, i. e., those in Administrative Office of U. S. Courts, Municipal Court of the District of Columbia, and Municipal Court of Appeals of the District of Columbia.	Sec. 2.----	
2. Salaries or wages not under Classification Act of 1923:		
(a) Not expressly exempted from the bill, i. e., judges of the Municipal Court, and of the Municipal Court of Appeals of the District of Columbia.	Sec. 6.----	
(b) Expressly exempted from the bill, i. e., Federal judges.	-----	X.

During the hearings some representatives of employee groups recommended that the bill provide for percentage increases in the wages of employees in crafts, trades, and labor groups who are now paid according to wage schedules fixed and adjusted from time to time by wage boards or similar authority by reference to prevailing rates in private industry. See A2 (f) of the coverage list above. In a time of rapidly changing or unsettled industrial wage rates, when the trend is upward, the desire of employees for prompt adjustments by Government wage boards can well be understood. The committee is convinced, however, that it would be a mistake to attempt to adjust the rates for these groups by act of Congress.

In the Federal service, broadly speaking, there are two different methods by which pay rates are established. Both are of rather long standing. These two methods have to do (1) with the pay of salaried or per annum employees in what is commonly referred to as the white-collar group and (2) the pay of trades, crafts, and labor occupations.

For employees in the white-collar group, it has been customary for many years for Congress to establish pay scales specifically by statute. This practice has been followed for the postal service, for professional, scientific, technical, clerical, and administrative positions under the

Classification Act of 1923, and for several other groups. Pay scales established by statute can, of course, be changed only in the same manner. When economic conditions change so materially as to require a revision of pay scales, an amendatory act of Congress is required.

Furthermore, in such cases, there is always a fixed salary base which Congress itself has established and on which it can soundly and equitably build any adjustment or revision that it finds warranted. No department or agency has, of course, the authority to change either this fixed base or any subsequent statutory adjustment.

On the other hand, for trades, crafts, and labor groups, it has been the policy of the Federal Government for over 80 years to permit departments and agencies to fix wage schedules for such employments by reference to local prevailing pay rates and practices in private industry for similar occupations. Not only may departments and agencies establish such schedules in the first instance, but they may also adjust them from time to time whenever economic conditions or rates prevailing in industry justify such action. The establishment or revision of such wage schedules is not reviewed by Congress, except occasionally in connection with requests for appropriations.

The difference between these two groups was affirmatively recognized by Congress in defining the occupational scope of the national wage and salary stabilization program in 1942. Salaries established by statute were not subject to the jurisdiction of the National War Labor Board or the Commissioner of Internal Revenue. Wage schedules established by wage-board action were, however, subject to the same general stabilization policies and directives that applied to similar positions in private industry. The same difference exists today with reference to the policies and directives of the President, the Director of Economic Stabilization, and the National Wage Stabilization Board.

Wage schedules for crafts, trades, and labor are, especially in a time like the present, in a fluid state. Locality wage surveys and adjustments are currently being made. For example, Fletcher C. Waller, Director of Civilian Personnel and Training, War Department, testified that the Department made more than 500 locality wage surveys during the war, leading to upward adjustments of varying extent; and that since VJ-day about 60 wage surveys have been made, leading to upward adjustments varying from 7 percent (San Diego, Calif.) to 22 percent (Chattanooga, Tenn.). To pyramid a fixed-percentage adjustment by statute upon a situation of this sort could do nothing less than produce confusion and inequity.

Furthermore, it seems clear to the committee that statutory action designed to raise wage-board schedules by a fixed percentage must necessarily carry with it a withdrawal, or at least a suspension, of authority from wage boards and heads of agencies to fix and adjust rates for crafts, trades, and labor. Obviously, Congress could not grant such an increase by legislation and at the same time permit wage boards or heads of agencies to raise or lower the resulting wage schedules in their own discretion.

Because the wage-board group of positions in the Federal Government is so closely associated in character of work; wage practices, and field of competition with similar employments in private industry, the committee regards it as undoubtedly good practice to permit continuance of long-standing policy with respect to the fixing and adjusting of wages for this group of Federal employees.

With respect to basic pay increases, therefore, the committee has followed the same policy that underlies the Federal Employees Pay Act of 1945, namely, that the bill should provide basic pay increases only in the case of those salaries which require congressional action to change them.

It is, however, the expectation and recommendation of the committee that departments and agencies having wage-schedule employees exercise the utmost diligence so as to reduce to the minimum the lag between prevailing-wage changes in private industry and adjustments in the wages of Federal employees in the trades, crafts, and labor groups subject to wage-board procedures.

The same policy should be followed by departments and agencies in recognizing changes in wage rates and practices of the maritime industry and their effect upon the pay of officers and members of crews of vessels operated by the Federal Government under comparable conditions.

In line with the policy expressed by the committee when the Federal Employees Pay Act of 1945 was enacted (Rept. No. 726, pp. 9-10), it is again expected and recommended by the committee that those agencies having white-collar positions analogous to those for which a statutory pay adjustment is made in the bill, but paid at administratively established rates (see A2 (e) of the coverage list above), will make adjustments in the pay of such positions, corresponding to those provided in the bill for positions paid under the Classification Act of 1923, as amended.

3. *Basic pay increases.*—Prior to the Federal Employees Pay Act of 1945 (Public Law 106, 79th Cong.), the schedules of pay rates prescribed by Congress in the Classification Act of 1923, as amended, had remained virtually static since 1930. Taking into account the changes in economic conditions, the rise in pay levels in industry and in wage schedules for Government crafts, trades, and labor, the desirability of conforming to the Little Steel formula of the National War Labor Board, and the fact that overtime pay augmented basic pay because of a general 48-hour workweek at that time, the Congress provided in the Federal Employees Pay Act of 1945, effective July 1, 1945, for a general increase in salary levels under the Classification Act, averaging 15.9 percent.

This increase was applied by using a sliding-scale formula. To the first \$1,200 of salary was added 20 percent; to the next \$3,400, 10 percent; and to any part of salary in excess of \$4,600, 5 percent. The result was that the increases ranged from 20 percent at the bottom of the scale to 8.9 percent at the top of the scale.

Since that time the cost of living has continued to rise; stabilization regulations have been modified; rates in industry and in Government navy yards have been adjusted markedly upward; Government

agencies, with few exceptions, have reduced working hours to 40 a week; and the need for revision of Government salaries has become more acute.

In his testimony, A. F. Hinrichs, Acting Commissioner, Bureau of Labor Statistics, showed the effect on annual pay (before taxes or other deductions) of the reduction of the workweek from 48 to 40 hours. By reference to the table submitted (p. 108 of the hearings), he testified that—

in all except the five highest salary classifications employees now receive less money on an annual basis than they received in 1944 at old rates of pay but with compensation for overtime. The maximum decline for any one classification was 6.2 percent; the maximum increase in those few classifications in which increases were experienced was 1.8 percent, a rather small increase. In other words, the annual pay of the bulk of Federal employees at the present time is lower than it was a year ago, prior to the Federal Employees Pay Act of 1945.

In fact, in spite of the basic pay increases made by the Federal Employees Pay Act of 1945, 99 percent of Federal employees under the Classification Act now earn from 1 to 6 percent less than they did before July 1945, because of the general return to a 40-hour week.

It is now established that the rise in the cost of living between January 1941 and September 1945, is 33 percent. This figure is used in the official regulations of the National Wage Stabilization Board. In view of this rise in the cost of living, these regulations specify that salary or wage rates in private industry may be increased by as much as 33 percent over their January 1941 level.

On the basis of this official standard alone, it is clear that the Federal salaries affected by this bill have not kept pace with the increase in the cost of living.

Testimony given to the committee by the Acting Commissioner of the Bureau of Labor Statistics indicated that the average increase in Federal basic annual salary rates since January 1941 is 17 percent. This percentage figure would be materially reduced if computed on an hourly rate basis, because of the fact that for large groups of Federal employees the January 1941 workweek of 39 hours has been increased to the present workweek of 40 hours.

This is in contrast to the 33-percent increase in the cost of living.

It is also in contrast to a corresponding wage-rate increase figure, counting both general increases and those due to increases in particular occupations and flexibility of wage-schedule administration, of 33.7 percent in industry between January 1941 and October 1945.

Recent negotiations in industry have further advanced wage rates by 15 to 17 percent, resulting in a combined percentage increase of from 54 to 56 percent since January 1941.

In contrast with this figure, the result of the 18½-percent increase recommended in the bill, on top of the 17 percent wage-rate increase already effected, would be an average Federal rate increase of 38.6 percent since January 1941. This is less than 6 percentage points over the increase necessary to match the 33 percent increase in the cost of living between January 1941 and September 1945. This contrasts sharply with the corresponding 15 to 17 percent increase over the 33 percent cost-of-living adjustment, which has been reflected in recent

negotiations in industry and in recent adjustments in the wages of other classes of Government personnel, especially those employed in navy yards.

On the basis of the general statistical picture since January 1941, the 18½-percent increase recommended by the committee is conservative in comparison with pay advances in industry since that date.

Beyond the practical necessity of recognizing increases in the cost of living and upward trends in Government navy yard and industrial rates, there are administrative necessities.

If the Government is to attract and retain competent personnel to conduct the complicated business of government now and in the future, the salaries offered cannot lag too far behind those available in other fields of endeavor.

It is for this reason that the committee has recommended in this bill a uniform increase of 18½ percent in all rates, rather than a sliding scale built around an average of 18½ percent.

In this committee's report (No. 726, June 8, 1945, p. 5), on the Federal Employees Pay Act of 1945, after mentioning the desirability of conforming to the Little Steel formula (15 percent cost-of-living adjustment above January 1941 rates), the policy in this respect was expressed as follows:

Nevertheless, it is the sense of the committee that factors other than the relationship of salaries to living costs deserve more weight in the future than can be given to them at present. In the postwar period, the problems of government, the inevitable complexities of administration, and the importance of effective service to the people will justify unusual emphasis upon high standards in selecting, promoting, and retaining personnel. This is particularly true of the middle and higher brackets. But with high qualification standards must be associated rates of compensation that are reasonably attractive to persons who meet those standards.

The committee appreciates that government cannot compete with industry in this respect, nor should it attempt to do so. But, at an appropriate time, the Congress can and should make the gap between private salaries and public salaries less disadvantageous to government than it is now and will still be under the plan of increases recommended in the bill.

The sliding scale used in this bill, which in effect discriminates against those in the middle and higher brackets, is not intended as a permanent policy.

The country is now in the postwar period. The problems of reconversion are delicate and complex. The transition to a peacetime economy is not easy. The administration and supervision of the operations of government demand the best qualified persons that the Government can attract. The committee is convinced that now is the appropriate time to—

make the gap between private salaries and public salaries less disadvantageous to government—

and to recognize by action that the sliding-scale method of increasing salaries, used in the Federal Employees Pay Act of 1945—

which in effect discriminates against those in the middle and higher brackets, is not intended as a permanent policy.

The lower brackets are being treated equitably in the bill now being reported. It is true, of course, that the combined effect of this bill and the Federal Employees Pay Act of 1945 is that of a sliding scale applied to the old rates in effect for many years prior to

July 1, 1945. For example, an old rate of \$1,200 would be increased 42.2 percent, whereas an old rate of \$9,000 would be increased 29 percent.

The time is here, however, when the higher and the lower rates should not be compressed into a still narrower range by a further sliding-scale arrangement.

The time is also here, if not long past, when the traditional \$10,000 ceiling on top management, professional, and technical salaries should be abandoned in favor of a more realistic and beneficial policy, and when the unreasonable compression of salaries for positions of different responsibilities, now clustered at the \$10,000 level, should be relieved.

In less than two decades, the Federal Government has become an extremely complex enterprise. It now affects intimately and constantly the personal, social, and economic life of each individual citizen. The work that top Government officials and employees do and the decisions they make extend into innumerable phases of industry, commerce, agriculture, social and economic welfare, engineering, and science. The responsibilities they exercise and the problems they have to face and solve may be unprecedented, as in the case of scientific research or development, or far-reaching, as in the case of regulatory or administrative activities.

Individuals in key positions in the higher brackets give vision and direction to the entire service. The progress of the public business depends upon their capacities and understanding. Whether policies and programs concern engineering, public health, finance and taxation, law enforcement, social welfare, international relations, or scientific research and development, they all depend for their accomplishment and the character of the results upon the top administrative, professional, and technical personnel who develop them and carry them out.

The qualities of extensive and successful experience, and of leadership, foresight, courage, and decisiveness demanded in such positions command substantial rewards everywhere. Government should be no exception.

Yet, while the Government has been expanding in magnitude and diversity of activities and in programs of service to the Nation and its people, the salary structure for personnel in the top brackets has become obsolete by all reasonable standards.

Unless the Federal Government recognizes the challenge of this situation and does something about it, the departure from the Government of top administrative, scientific, and professional personnel—a trend which is already disturbing—will grow to very serious proportions. Furthermore, a salary ceiling of \$10,000 serves neither as equitable compensation for the work of top-flight administrators, engineers, scientists, and professional men, nor as an adequate inducement in attracting them to the service or in retaining them after their value to the Government has been amply demonstrated.

The committee realizes that the Federal Government offers non-financial inducements because of the nature of its activities and because of opportunity to serve the whole people. The committee also appreciates that in any event competition with industry on a salary basis alone would be impracticable. This was recognized when the

schedules of compensation were established under the original Classification Act of 1923, in the higher levels of which the rates fixed for Government were considerably lower than prevailing rates in private industry. Each time those schedules have been adjusted larger percentages have been given in the lower ranks and smaller increases have been provided for the higher levels. Thus progressively the disparity with private industry has been widened and the importance to Government of able management, top scientific research, and capable professional and technical talent has been successively discounted as a major factor in Government salary policy.

The committee is convinced that the Federal Government should remove the present general ceiling of \$10,000, and make the general 18½-percent increase apply without salary limitation, so that the top salary brackets for administrators and professional and scientific personnel will be closer than they are now to industrial salaries for comparable responsibilities.

Among the broad objectives which the committee seeks to accomplish by this bill are increased effectiveness and real economy in overall administrative management at the higher levels, better and more understanding supervision of employees in the course of everyday operations by administrators and supervisors in the higher, middle, and first-line management brackets, and maintenance and advancement of the Government's position of leadership in research and developmental work in the sciences and in engineering that is so vital to national security. No more forward-looking step to accomplish these objectives can be taken than to raise the level of salaries in the higher administrative, professional, scientific, and technical levels.

The small cost involved in raising the present \$10,000 ceiling would pay large dividends by strengthening the administration of every agency of Government and by providing strong incentive for the highest grade of talent to make the Government service a career.

The effect of the 18½-percent increase in terms of salary rates and percentage increases since June 30, 1945, is shown in the following tables:

TABLE 1.—Percent of increase since June 30, 1945, in basic annual pay rates under the Classification Act of 1923, as amended by the Federal Employees Pay Act of 1945 (Public Law 106) and as proposed to be amended by this bill

Old rate in effect prior to July 1945	Present rate under Public Law 106 effective July 1, 1945	Proposed rate; 18½-percent above present rate	Percent of increase	
			Public Law 106, effective July 1, 1945, (column 2 over column 1)	Proposed 18½-percent increase (column 3 over column 1)
(1)	(2)	(3)	(4)	(5)
\$720	\$864.00	\$1,023.84	20.0	42.2
\$780	936.00	1,109.16	20.0	42.2
\$840	1,008.00	1,194.48	20.0	42.2
\$900	1,080.00	1,279.80	20.0	42.2
\$960	1,152.00	1,365.12	20.0	42.2
\$1,200	1,440.00	1,706.40	20.0	42.2
\$1,260	1,506.00	1,784.61	19.5	41.6
\$1,320	1,572.00	1,862.82	19.1	41.1
\$1,380	1,638.00	1,941.03	18.7	40.7
\$1,440	1,704.00	2,019.24	18.3	40.2
\$1,500	1,770.00	2,097.45	18.0	39.8
\$1,560	1,836.00	2,175.66	17.7	39.5
\$1,620	1,902.00	2,253.87	17.4	39.1
\$1,680	1,968.00	2,332.08	17.1	38.8
\$1,740	2,034.00	2,410.29	16.9	38.5
\$1,800	2,100.00	2,488.50	16.7	38.3
\$1,860	2,166.00	2,566.71	16.5	38.0
\$1,920	2,232.00	2,644.92	16.3	37.8
\$1,980	2,298.00	2,723.13	16.1	37.5
\$2,000	2,320.00	2,749.20	16.0	37.5
\$2,040	2,364.00	2,801.34	15.9	37.3
\$2,100	2,430.00	2,879.55	15.7	37.1
\$2,160	2,496.00	2,957.76	15.6	36.9
\$2,200	2,540.00	3,009.90	15.5	36.8
\$2,220	2,562.00	3,035.97	15.4	36.8
\$2,300	2,650.00	3,140.25	15.2	36.5
\$2,400	2,760.00	3,270.60	15.0	36.3
\$2,500	2,870.00	3,400.95	14.8	36.0
\$2,600	2,980.00	3,531.30	14.6	35.8
\$2,700	3,090.00	3,661.65	14.4	35.6
\$2,800	3,200.00	3,792.00	14.3	35.4
\$2,900	3,310.00	3,922.35	14.1	35.3
\$3,000	3,420.00	4,052.70	14.0	35.1
\$3,100	3,530.00	4,183.05	13.9	34.9
\$3,200	3,640.00	4,313.40	13.8	34.8
\$3,300	3,750.00	4,443.75	13.6	34.7
\$3,400	3,860.00	4,574.10	13.5	34.5
\$3,500	3,970.00	4,704.45	13.4	34.4
\$3,600	4,080.00	4,834.80	13.3	34.3
\$3,700	4,190.00	4,965.15	13.2	34.2
\$3,800	4,300.00	5,095.50	13.2	34.1
\$3,900	4,410.00	5,225.85	13.1	34.0
\$4,000	4,520.00	5,356.20	13.0	33.9
\$4,100	4,630.00	5,486.55	12.9	33.8
\$4,200	4,740.00	5,616.90	12.9	33.7
\$4,400	4,960.00	5,877.60	12.7	33.6
\$4,600	5,180.00	6,138.30	12.6	33.4
\$4,800	5,390.00	6,387.15	12.3	33.1
\$5,000	5,600.00	6,636.00	12.0	32.7
\$5,200	5,810.00	6,884.85	11.7	32.4
\$5,400	6,020.00	7,133.70	11.5	32.1
\$5,600	6,230.00	7,382.55	11.3	31.8
\$5,800	6,440.00	7,631.40	11.0	31.6
\$6,000	6,650.00	7,880.25	10.8	31.3
\$6,200	6,860.00	8,129.10	10.6	31.1
\$6,400	7,070.00	8,377.95	10.5	30.9
\$6,500	7,175.00	8,502.37	10.4	30.8
\$6,750	7,437.50	8,813.44	10.2	30.6
\$7,000	7,700.00	9,124.50	10.0	30.4
\$7,250	7,962.50	9,435.56	9.8	30.1
\$7,500	8,225.00	9,746.63	9.7	30.0
\$8,000	8,750.00	10,368.75	9.4	29.6
\$8,250	9,012.50	10,679.81	9.2	29.5
\$8,500	9,275.00	10,990.87	9.1	29.3
\$8,750	9,537.50	11,301.93	9.0	29.2
\$9,000	9,800.00	11,613.00	8.9	29.0

TABLE 2.—Basic annual pay rates under the Classification Act of 1923, as of June 30, 1945, and as amended by the Federal Employees Pay Act of 1945 (Public Law 106) and as proposed to be amended by this bill

Old rate in effect prior to July 1945	Present rate under Public Law 106 effective July 1, 1945		Proposed rate 18½ per cent above present rate		Total increase over old rate in column 1
	Rate	Increase over old rate in column 1	Rate	Increase over present rate in column 2	
(1)	(2)	(3)	(4)	(5)	(6)
\$720.....	\$864.00	\$144.00	\$1,023.84	\$159.84	\$303.84
\$780.....	936.00	156.00	1,109.16	173.16	329.16
\$840.....	1,008.00	168.00	1,194.48	186.48	354.48
\$900.....	1,080.00	180.00	1,279.80	199.80	379.80
\$960.....	1,152.00	192.00	1,365.12	213.12	405.12
\$1,200.....	1,440.00	240.00	1,706.40	266.40	506.40
\$1,260.....	1,506.00	246.00	1,784.61	278.61	524.61
\$1,320.....	1,572.00	252.00	1,862.82	290.82	542.82
\$1,380.....	1,638.00	258.00	1,941.03	303.03	561.03
\$1,440.....	1,704.00	264.00	2,019.24	315.24	579.24
\$1,500.....	1,770.00	270.00	2,097.45	327.45	597.45
\$1,560.....	1,836.00	276.00	2,175.66	339.66	615.66
\$1,620.....	1,902.00	282.00	2,253.87	351.87	633.87
\$1,680.....	1,968.00	288.00	2,332.08	364.08	652.08
\$1,740.....	2,034.00	294.00	2,410.29	376.29	670.29
\$1,800.....	2,100.00	300.00	2,488.50	388.50	688.50
\$1,860.....	2,166.00	306.00	2,566.71	400.71	706.71
\$1,920.....	2,232.00	312.00	2,644.92	412.92	724.92
\$1,980.....	2,298.00	318.00	2,723.13	425.13	743.13
\$2,000.....	2,320.00	320.00	2,749.20	429.20	749.20
\$2,040.....	2,364.00	324.00	2,801.34	437.34	761.34
\$2,100.....	2,430.00	330.00	2,879.55	449.55	779.55
\$2,160.....	2,496.00	336.00	2,957.76	461.76	797.76
\$2,200.....	2,540.00	340.00	3,009.90	469.90	809.90
\$2,220.....	2,562.00	342.00	3,035.97	473.97	815.97
\$2,300.....	2,650.00	350.00	3,140.25	490.25	840.25
\$2,400.....	2,760.00	360.00	3,270.60	510.60	870.60
\$2,500.....	2,870.00	370.00	3,400.95	530.95	900.95
\$2,600.....	2,980.00	380.00	3,531.30	551.30	931.30
\$2,700.....	3,090.00	390.00	3,661.65	571.65	961.65
\$2,800.....	3,200.00	400.00	3,792.00	592.00	992.00
\$2,900.....	3,310.00	410.00	3,922.35	612.35	1,022.35
\$3,000.....	3,420.00	420.00	4,052.70	632.70	1,052.70
\$3,100.....	3,530.00	430.00	4,183.05	653.05	1,083.05
\$3,200.....	3,640.00	440.00	4,313.40	673.40	1,113.40
\$3,300.....	3,750.00	450.00	4,443.75	693.75	1,143.75
\$3,400.....	3,860.00	460.00	4,574.10	714.10	1,174.10
\$3,500.....	3,970.00	470.00	4,704.45	734.45	1,204.45
\$3,600.....	4,080.00	480.00	4,834.80	754.80	1,234.80
\$3,700.....	4,190.00	490.00	4,965.15	775.15	1,265.15
\$3,800.....	4,300.00	500.00	5,095.50	795.50	1,295.50
\$3,900.....	4,410.00	510.00	5,225.85	815.85	1,325.85
\$4,000.....	4,520.00	520.00	5,356.20	836.20	1,356.20
\$4,100.....	4,630.00	530.00	5,486.55	856.55	1,386.55
\$4,200.....	4,740.00	540.00	5,616.90	876.90	1,416.90
\$4,400.....	4,960.00	560.00	5,877.60	917.60	1,477.60
\$4,600.....	5,180.00	580.00	6,138.30	958.30	1,538.30
\$4,800.....	5,390.00	590.00	6,387.15	997.15	1,587.15
\$5,000.....	5,600.00	600.00	6,636.00	1,036.00	1,636.00
\$5,200.....	5,810.00	610.00	6,884.85	1,074.85	1,684.85
\$5,400.....	6,020.00	620.00	7,133.70	1,113.70	1,733.70
\$5,600.....	6,230.00	630.00	7,382.55	1,152.55	1,782.55
\$5,800.....	6,440.00	640.00	7,631.40	1,191.40	1,831.40
\$6,000.....	6,650.00	650.00	7,880.25	1,230.25	1,880.25
\$6,200.....	6,860.00	660.00	8,129.10	1,269.10	1,929.10
\$6,400.....	7,070.00	670.00	8,377.95	1,307.95	1,977.95
\$6,500.....	7,175.00	675.00	8,502.37	1,327.37	2,002.37
\$6,750.....	7,437.50	687.50	8,813.44	1,375.94	2,063.44
\$7,000.....	7,700.00	700.00	9,124.50	1,424.50	2,124.50
\$7,250.....	7,962.50	712.50	9,435.56	1,473.06	2,185.56
\$7,500.....	8,225.00	725.00	9,746.63	1,521.63	2,246.63
\$8,000.....	8,750.00	750.00	10,368.75	1,618.75	2,368.75
\$8,250.....	9,012.50	762.50	10,679.81	1,667.31	2,429.81
\$8,500.....	9,275.00	775.00	10,990.87	1,715.87	2,490.87
\$8,750.....	9,537.50	787.50	11,301.93	1,764.43	2,551.93
\$9,000.....	9,800.00	800.00	11,613.00	1,813.00	2,613.00

TABLE 3.—Comparative basic annual pay rates under the Classification Act of 1923 (1) as of June 30, 1945; (2) as amended by the Federal Employees Pay Act of 1945 (Public Law 106); (3) as proposed to be amended by S. 1415 as passed by the Senate; and (4) as proposed to be amended by this bill

Old rate in effect prior to July 1945 (1)	Present rate under Public Law 106, effective July 1, 1945 (2)	Proposed rate under S. 1415 as passed by the Senate (column 1 plus 36, 18, and 9 percent) ¹ (3)	Proposed rate (18.5 percent above present rate) (4)
\$720.....	\$864.00	\$979.20	\$1,023.84
\$780.....	936.00	1,060.80	1,109.16
\$840.....	1,008.00	1,142.40	1,194.48
\$900.....	1,080.00	1,224.00	1,279.80
\$960.....	1,152.00	1,305.60	1,365.12
\$1,200.....	1,440.00	1,632.00	1,706.40
\$1,260.....	1,506.00	1,702.80	1,784.61
\$1,320.....	1,572.00	1,773.60	1,862.82
\$1,380.....	1,638.00	1,844.40	1,941.03
\$1,440.....	1,704.00	1,915.20	2,019.24
\$1,500.....	1,770.00	1,986.00	2,097.45
\$1,560.....	1,836.00	2,056.80	2,175.66
\$1,620.....	1,902.00	2,127.60	2,253.87
\$1,680.....	1,968.00	2,198.40	2,332.08
\$1,740.....	2,034.00	2,269.20	2,410.29
\$1,800.....	2,100.00	2,340.00	2,488.50
\$1,860.....	2,166.00	2,410.80	2,566.71
\$1,920.....	2,232.00	2,481.60	2,644.92
\$1,980.....	2,298.00	2,552.40	2,723.13
\$2,000.....	2,320.00	2,576.00	2,749.20
\$2,040.....	2,364.00	2,623.20	2,801.34
\$2,100.....	2,430.00	2,694.00	2,879.55
\$2,160.....	2,496.00	2,764.80	2,957.76
\$2,200.....	2,540.00	2,812.00	3,009.00
\$2,220.....	2,562.00	2,835.60	3,035.97
\$2,300.....	2,650.00	2,930.00	3,140.25
\$2,400.....	2,760.00	3,048.00	3,270.60
\$2,500.....	2,870.00	3,166.00	3,400.95
\$2,600.....	2,980.00	3,284.00	3,531.30
\$2,700.....	3,090.00	3,402.00	3,661.65
\$2,800.....	3,200.00	3,520.00	3,792.00
\$2,900.....	3,310.00	3,638.00	3,922.35
\$3,000.....	3,420.00	3,756.00	4,052.70
\$3,100.....	3,530.00	3,874.00	4,183.05
\$3,200.....	3,640.00	3,992.00	4,313.40
\$3,300.....	3,750.00	4,110.00	4,443.75
\$3,400.....	3,860.00	4,228.00	4,574.10
\$3,500.....	3,970.00	4,346.00	4,704.45
\$3,600.....	4,080.00	4,464.00	4,834.80
\$3,700.....	4,190.00	4,582.00	4,965.15
\$3,800.....	4,300.00	4,700.00	5,095.50
\$3,900.....	4,410.00	4,818.00	5,225.85
\$4,000.....	4,520.00	4,936.00	5,356.20
\$4,100.....	4,630.00	5,054.00	5,486.55
\$4,200.....	4,740.00	5,172.00	5,616.90
\$4,400.....	4,960.00	5,408.00	5,877.60
\$4,600.....	5,180.00	5,644.00	6,138.30
\$4,800.....	5,390.00	5,862.00	6,387.15
\$5,000.....	5,600.00	6,080.00	6,636.00
\$5,200.....	5,810.00	6,298.00	6,884.85
\$5,400.....	6,020.00	6,516.00	7,133.70
\$5,600.....	6,230.00	6,734.00	7,382.55
\$5,800.....	6,440.00	6,952.00	7,631.40
\$6,000.....	6,650.00	7,170.00	7,880.25
\$6,200.....	6,860.00	7,388.00	8,129.10
\$6,400.....	7,070.00	7,606.00	8,377.95
\$6,500.....	7,175.00	7,715.00	8,502.38
\$6,750.....	7,437.50	7,987.50	8,813.44
\$7,000.....	7,700.00	8,260.00	9,124.50
\$7,250.....	7,962.50	8,532.50	9,435.56
\$7,500.....	8,225.00	8,805.00	9,746.63
\$8,000.....	8,750.00	9,350.00	10,368.75
\$8,250.....	9,012.50	9,622.50	10,679.81
\$8,500.....	9,275.00	9,895.00	10,990.87
\$8,750.....	9,537.50	10,000.00	11,301.93
\$9,000.....	9,800.00	10,000.00	11,613.00

¹ 36% added to first \$1,200 of salary; 18% added to part of salary between \$1,200 and \$4,600; 9% added to salary above \$4,600, but not to exceed \$10,000.

TABLE 4.—Basic hourly rates of pay under the Classification Act of 1923, for the clerical-mechanical service and for part-time charwomen and head charwomen, as of June 30, 1945, and as amended by the Federal Employees Pay Act of 1945 (Public Law 106), and as proposed to be amended by this bill

Grades or classes	Old rate in effect prior to July 1945, in cents an hour	Present rate under Public Law 106, effective July 1, 1945, in cents an hour	Proposed rate under bill (18½ percent above present rate), in cents an hour ¹
CM-1.....	66-72	78-85	92-101
CM-2.....	78-84	91-98	108-116
CM-3.....	90-96	105-111	121-132
CM-4.....	102-114	118-131	140-155
Charwoman.....	65	78	92
Head charwoman.....	70	83	98

¹ Calculated to nearest cent.

TABLE 5.—Basic annual rates of pay for immigrant inspectors under section 24 of the Immigration Act of 1917, as of June 30, 1945, and as amended by the Federal Employees Pay Act of 1945 (Public Law 106), and as proposed to be amended by this bill

Old rate in effect prior to July 1945	Present rate under Public Law 106, effective July 1, 1945		Proposed rate under bill, 18½ percent above present rate	
	Rate	Increase over old rate	Rate	Increase over present rate
\$2,100.....	\$2,430	\$330	\$2,879.55	\$449.55
\$2,300.....	2,650	350	3,140.25	490.25
\$2,500.....	2,870	370	3,400.95	530.95
\$2,700.....	3,090	390	3,661.65	571.65
\$3,000.....	3,420	420	4,052.70	632.70

TABLE 6.—Basic annual rates of pay for customs clerks under the act of May 29, 1928, as of June 30, 1945, and as amended by the Federal Employees Pay Act of 1945 (Public Law 106), and as proposed to be amended by this bill

Old rate in effect prior to July 1945	Present rate under Public Law 106, effective July 1, 1945		Proposed rate under bill, 18½ percent above present rate	
	Rate	Increase over old rate	Rate	Increase over present rate
\$1,700.....	\$1,990	\$290	\$2,358.15	\$368.15
\$1,800.....	2,100	300	2,488.50	388.50
\$1,900.....	2,210	310	2,618.85	408.85
\$2,000.....	2,320	320	2,749.20	429.20
\$2,100.....	2,430	330	2,879.55	449.55

4. *Night pay differential.*—Section 301 of the Federal Employees Pay Act of 1945 provides for payment of a 10-percent differential for hours of work between 6 p. m. and 6 a. m., within a regularly scheduled tour of duty.

Decisions of the General Accounting Office, construing the language of this section, are to the effect that the 10-percent differential is not

payable for any period outside of a regularly scheduled 40-hour basic workweek. In other words, the differential is not payable during a regularly scheduled period for which overtime compensation is paid, for example, a Saturday night when the employee has worked 5 nights previously, Monday through Friday, in the same week (25 Comp. Gen. 62, 66, July 18, 1945, confirmed in 25 Comp. Gen. 102, 109, July 26, 1945).

A parallel ruling barring payment of the night differential coincidentally with holiday premium pay was made in Comptroller General's decision B-54543, December 29, 1945, and confirmed in decision B-54254, January 3, 1946.

However, the 10-percent night pay differential was intended to be payable for all regularly scheduled hours worked between 6 p. m. and 6 a. m. regardless of whether they occur during an overtime period or on a holiday.

Overtime pay is premium pay for working a certain length of time during a week, i. e., over 40 hours. Pay for holiday work is premium pay because of the nature of the day. A night differential is extra pay for working regularly between abnormal clock hours. These items of extra pay thus compensate for different types of working conditions, and with fairness and logic may be paid coincidentally.

However, as provided in existing law, in no case is the night-pay differential or holiday premium pay made a part of basic compensation for any purpose. Also, "pyramiding," i. e., multiplying one premium rate against another, is prohibited. Overtime, night, and holiday pay are each separately computed on the basis of the rate of basic, or straight time, compensation.

The bill, accordingly, makes clarifying amendments to the Federal Employees Pay Act of 1945 so that such act, as amended, will accomplish the original intent.

5. *Pay for holiday work.*—Most Federal employees do not work on holidays. When they are officially excused from working, they are, if their employment is regular and continuous, entitled to receive their regular pay for the pay period as if no holiday had intervened. In other words, they are paid for unworked holidays, and at their regular straight-time rates.

All Federal employees, however, cannot be excused from work on holidays. This is the case, for example, in activities that operate around the clock, such as power plants, police, guard, and firefighting forces, and hospitals, prisons, and other institutions. In such organizations, accordingly, some employees are required to work on holidays.

An employee subject to the Federal Employees Pay Act of 1945 who is assigned to duty on a holiday now receives, under section 302 of that law, time and one-half for the day in lieu of his regular, or straight-time, rate; that is, the extra compensation is one-half day's pay for a full day's work. Thus, although he works a full day more than other employees who are excused from holiday work, he receives only one-half day's more pay than they do.

At the time the Federal Employees Pay Act of 1945 was being considered and enacted, all holidays, except Christmas, were regular workdays for Federal employees. Also, there was then in existence a national policy established in Executive Order No. 9240 of September 9, 1942, with respect to pay for worked holidays for employees of war contractors in private industry. Paragraph 16 of Department of

Labor Interpretative Bulletin No. 1 of Executive Order No. 9240, dated February 17, 1943, stated that if the wages of an employee included compensation for a holiday although not worked (which is the case for Government employees), the additional amount which might be paid under that order for work actually performed on the holiday could not exceed an amount bringing the total compensation for the day to time and one-half. This policy was followed in section 302 of the Federal Employees Pay Act of 1945.

Executive Order No. 9240 was revoked by the President on August 21, 1945. About the same time, he revoked the wartime policy of requiring all Federal employees to work on holidays.

Prior to Executive Order No. 9240, the usual practice in industry, established by collective bargaining, was to pay at least double time for holidays worked, when the agreement also called for straight-time pay for holidays not worked. (U. S. Department of Labor, Vacation and Holiday Provisions in Union Agreements, Bulletin No. 743, January 1943, p. 7.)

A bill, S. 1679, in accordance with this industrial policy, covering employees of the Government Printing Office, was passed by the Senate on March 5, 1946.

In the light of the change in policy with respect to holiday work in the Federal service and the removal of restrictions on holiday premium pay in industry, the committee regards the provisions of existing law as somewhat inequitable. The inequity consists in paying extra compensation for one-half day, when the employee actually works an extra day. The bill removes this inequity by allowing a full day's extra pay for holiday work when the holiday falls within the employee's basic 40-hour workweek. Double time, however, is limited to 8 hours of such holiday work. Hours of work in excess of eight on a holiday will, in the absence of leave without pay, cause the workweek to be in excess of 40 hours to that extent. For this excess, as well as for work on a holiday occurring outside of the basic 40-hour workweek, overtime compensation will be paid under existing law.

It is expected by the committee that the general policy of double time for worked holidays will be followed by departments and agencies with respect to wage-schedule employees. Under existing law (Joint Resolution No. 127, June 29, 1938), these employees, if their employment is regular and continuous, are, as a general rule, entitled to straight-time pay for unworked holidays. The Comptroller General recently ruled (B-53383, February 7, 1946) that for such employees the departments and agencies have the authority to establish, by their own regulations, premium rates for holiday work. Under this decision, the departments and agencies should make the rate for holiday premium pay uniform as between their salaried employees under the Federal Employees Pay Act of 1945 and their wage schedule employees whose basic pay is established under the act of March 28, 1934.

6. *Pay rates for grades 9 and 10 of the crafts, protective, and custodial service.*—During the hearings Thomas Maddock, representing the National Association of Federal Mechanics, called attention to the desirability of correcting certain relationships between job classifications and salaries that are now out of line because of the Custodial Pay Act of August 1, 1942.

The two job classifications in question are grades 9 and 10 of the crafts, protective, and custodial service (CPC) of the Classification

Act of 1923, as amended, the symbols for which are CPC-9 and CPC-10. These are the two top grades of the 10 grades in this service. They contain chiefly supervisors or foremen of groups of skilled crafts, laborers, and related types of employees engaged on building or equipment maintenance. They also include a number of officers of protective forces, such as some captains or inspectors of the guard and some fire fighter chiefs.

Relatively, there are few employees in grades CPC-9 and CPC-10. Out of 161,864 in the entire crafts, protective, and custodial service on December 31, 1944, 1,667 were in CPC-9 and 1,025 were in CPC-10. It is estimated that there is a total of 2,150 employees in these two grades at present.

The relations that are now out of line are the salary differentials between CPC-9 and CPC-8 and between CPC-10 and CPC-8. Prior to the enactment of the Custodial Pay Act of 1942, the salary ranges for CPC-8, CPC-9, and CPC-10 had the following minimums and maximums: CPC-8, \$2,000-\$2,600; CPC-9, \$2,300-\$2,900; CPC-10, \$2,600-\$3,200.

It will be observed that at that time there was a differential of \$300 between CPC-9 and CPC-8 and a differential of \$600 between CPC-10 and CPC-8. These long-standing differentials were consistent with differentials between parallel grades in other occupational groups in the clerical, administrative, and fiscal service and in the subprofessional service.

In considering the bill which later became the Custodial Pay Act of 1942, the House Civil Service Committee recommended continuation of the same differentials. The Congress, however, did not follow this recommendation. When enacted, the bill provided increases in the pay ranges for all the grades of the crafts, protective and custodial service except CPC-9 and CPC-10. In particular, CPC-8 was raised \$200, thereby moving up the salary range for that grade too close to CPC-9. The result of the 1942 act in terms of minimums and maximums was thus as follows: CPC-8, \$2,200-\$2,800; CPC-9, \$2,300-\$2,900; and CPC-10, \$2,600-\$3,200.

By this action, the existing differential between CPC-9 and CPC-8 was reduced from \$300 to \$100 and the existing differential between CPC-10 and CPC-8 was reduced from \$600 to \$400. These differentials actually were not sufficient to reflect the differences in duties and responsibilities between CPC-9 and CPC-8 and between CPC-10 and CPC-8. In other occupational services, the differentials at parallel levels continued to be \$300 and \$600.

Under the Federal Employees Pay Act of 1945, the scales of pay for CPC-8, 9, and 10 have at present the following minimums and maximums: CPC-8, \$2,540-\$3,200; CPC-9, \$2,650-\$3,310; and CPC-10, \$2,980-\$3,640.

The existing differentials of \$110 between CPC-9 and CPC-8 and \$440 between CPC-10 and CPC-8 are still out of line when compared to the differentials of \$330 and \$660 between parallel grades in other occupational services of the Classification Act.

To restore the relations which formerly existed between the grades involved requires adding \$220 to the rates of grades CPC-9 and CPC-10. This is the sum of (a) \$200 additional that would have been necessary in 1942 to maintain the long-existing differentials between these grades, and (b) \$20 representing the effect of the Federal

Employees Pay Act of 1945. This is done by subsections (a) and (b) of section 12 of the bill, which establish the following minimum and maximum rates: CPC-9, \$2,870-\$3,530; and CPC-10, \$3,200-\$3,860.

Subsection (c) of the same section provides that the general 18½-percent increase authorized shall be applied to the rates of CPC-9 and CPC-10 as corrected above.

Although subsection (b) of section 2 of the bill provides, in line with a similar provision in the Federal Employees Pay Act of 1945, that the general 18½-percent increase is not to be regarded as an "equivalent increase" for periodic within-grade salary-advancement purposes (thereby permitting the counting of service immediately prior to July 1, 1946), this rule is not intended to apply to the \$220 increase provided for grades CPC-9 and CPC-10. That increase is intended to be an equivalent increase for within-grade salary-advancement purposes.

The reason for this is that the increases under the 1942 act received by all other CPC employees, i. e., in grades CPC-1 to CPC-8, were construed to be "equivalent increases" (22 Comp. Gen. 179, September 4, 1942). This service immediately prior to such increases could not count toward within-grade salary advancement; they had to wait a period of 18 months, under the law at that time, before they again became eligible for such advancement.

It seems to the committee that since the \$220 increase it proposes for CPC-9 and CPC-10 is essentially a correction of the 1942 law, the general rule applied to all other increases under that law should also apply to this increase.

The effect is that those in CPC-9 and CPC-10, who will receive an increase of \$220 plus 18½ percent of the new basic rate, will wait a period of 1 year, under existing law, before becoming eligible for a within-grade salary advancement.

The following table summarizes the effect of sections 12 and 2 of the bill on basic annual salary rates of CPC-9 and CPC-10.

Comparative changes in basic annual rates for grades CPC-9 and CPC-10¹ under the Federal Employees Pay Act of 1945 (Public Law 106) and the bill

Old rate in effect prior to July 1945	Present rate under Public Law 106, effective July 1, 1945		Proposed new rate under sec. 12 (a) and (b) of the bill		Proposed rate, 18.5 percent above new rate of sec. 12 (a) and (b) of the bill	
	Rate	Increase over old rate in column 1	Rate	Increase over present rate in column 2	Rate	Increase over new rate under sec. 12 (a) and (b) of the bill in column 4
(1)	(2)	(3)	(4)	(5)	(6)	(7)
\$2,300.....	\$2,650	\$350	\$2,870	\$220	\$3,400.95	\$530.95
\$2,400.....	2,760	360	2,980	220	3,531.30	551.30
\$2,500.....	2,870	370	3,090	220	3,661.65	571.65
\$2,600.....	2,980	380	3,200	220	3,792.00	592.00
\$2,700.....	3,090	390	3,310	220	3,922.35	612.35
\$2,800.....	3,200	400	3,420	220	4,052.70	632.70
\$2,900.....	3,310	410	3,530	220	4,183.05	653.05
\$3,000.....	3,420	420	3,640	220	4,313.40	673.40
\$3,100.....	3,530	430	3,750	220	4,443.75	693.75
\$3,200.....	3,640	440	3,860	220	4,574.10	714.10

¹ CPC-9 ranges from a minimum basic rate at the present time of \$2,650 to a maximum of \$3,310; CPC-10 ranges from a minimum basic rate at the present time of \$2,980 to a maximum of \$3,640.

7. *Other items.*—The provisions of the bill relating to basic pay increases in the legislative and judicial branches, to vessel employees, to compensatory time off in lieu of overtime pay, and to the General Accounting Office, are described in the explanation below under sections 5, 6, 8, 9, and 13, respectively.

EXPLANATION OF THE BILL BY SECTIONS

Section 1. Short title.—Section 1 states the short title of the bill, the “Federal Employees Pay Act of 1946.”

Section 2. Increase in Classification Act pay rates.—Subsection (a) increases the existing rates of basic compensation of the Classification Act of 1923, as amended, by 18½ percent. This increase is applied to the rates which went into effect on July 1, 1945, under the provisions of section 405 of the Federal Employees Pay Act of 1945.

Subsection (b) is the same in purpose as section 405 (c) of the Federal Employees Pay Act of 1945. That is, it is necessary to stipulate that the 18½-percent salary increase provided by subsection (a) shall not be considered an “equivalent increase” under the within-grade salary advancement plan of the Classification Act of 1923, as amended. The effect of an “equivalent increase” is to cancel out the effect of the employee’s prior service insofar as the waiting periods for within-grade salary advancements are concerned, and a new waiting period would begin. It is the purpose of subsection (b) to make sure that that part of an employee’s waiting period immediately prior to July 1, 1946 (the effective date of the bill) will be counted for within-grade salary advancement purposes notwithstanding the increase provided by subsection (a).

Section 3. Increase in pay rates for customs clerks and immigrant inspectors.—Section 3 raises the basic pay scales of customs clerks and immigrant inspectors by the same percentage as rates under the Classification Act of 1923 are increased by section 2 of the bill. The scales of pay for customs clerks and immigrant inspectors are not established under the Classification Act of 1923, as amended. They are provided for in separate pieces of legislation; namely, the Bacharach Act of May 29, 1928 (19 U. S. C. 6a), and the Reed-Jenkins Act of the same date (8 U. S. C. 109). Consequently, they do not fall under the general provisions of section 2 and it is necessary to cover them separately.

Section 4. Increase in statutory pay rates in the executive branch not under Classification Act.—There are a substantial number of officers and employees in the executive branch and in the District of Columbia municipal government whose pay rates are prescribed by statutes other than the Classification Act. Most of these were granted increases in pay by section 602 (b) of the Federal Employees Pay Act of 1945, to the same extent as if the rates had been fixed under the Classification Act of 1923. In some instances, however, such increases were denied or decreased by the \$10,000 limitation of the 1945 act. With the repeal of this limitation by section 7 of the bill, subsection (a) of section 4 provides the same percentage pay increase for these employees as is provided in section 2 of the bill for employees under the Classification Act of 1923, and on the same basis, i. e., on the prescribed statutory rate as increased by the Federal Employees Pay Act of 1945.

The 18½-percent increase does not apply to the salaries of teachers and other school officers of the municipal government of the District of Columbia, which are now covered by the District of Columbia Teachers' Salary Act of 1945. Also exempt from such increase are other groups paid at statutory rates, which were exempted from the basic pay increases of the Federal Employees Pay Act of 1945. These are principally (1) elected officials; (2) officers and members of the Metropolitan Police or of the Fire Department of the District of Columbia; (3) officers and employees in the field service of the Post Office Department; and (4) officers and members of the United States Park Police and the White House Police.

Subsection (b) of section 4 makes heads of departments, independent establishments, and agencies, including Government-owned or controlled corporations, subject to the Federal Employees Pay Act of 1945 and to the bill. They will thus be entitled to the benefits of salary increases provided by subsection (a).

The following table lists a few examples showing how the bill would apply to old statutory rates of \$9,500 per annum, or more, in effect prior to July 1945:

Old rate, in effect prior to July 1945.	Old rate, as* increased by 20 percent, 10 percent, 5 percent under Public Law 106, as amended, with \$10,000 ceiling repealed, as proposed in bill.	Old rate, as increased by 20 percent, 10 percent, 5 percent, plus 18.5 percent as proposed in the bill.
(1)	(2)	(3)
\$9,500	\$10,325	\$12,235.12
10,000	10,850	12,857.25
11,000	11,900	14,101.50
11,500	12,425	14,723.63
12,000	12,950	15,345.75
15,000	16,100	19,078.50

Section 5. Increase in pay rates in the legislative branch.—Subsection (a) provides a pay increase of 18½ percent for employees in the legislative branch whose compensation is not fixed under the Classification Act of 1923. This is the same increase that section 2 of the bill prescribes for salaries under the Classification Act of 1923 in the executive branch and in certain legislative agencies, such as the Office of the Architect of the Capitol and the Library of Congress. Such subsection covers the officers and employees who are now entitled to the salary increase provided by section 501 of the Federal Employees Pay Act of 1945. In addition, it provides salary increases for officers and employees who were denied the benefits of such section 501 because of the \$10,000 limitation contained in section 603 (b) of such act.

The committee finds that the workweek in the legislative branch continues to be materially in excess of 40 hours a week and that there is no foreseeable prospect of reduction. Therefore, subsection (c) makes permanent the temporary 10-percent increase in lieu of overtime pay which was granted until June 30, 1947, by section 502 of the Federal Employees Pay Act of 1945. It also provides that this 10-

percent increase shall be computed on full aggregate salary rather than only on the first \$2,900 as provided by present law.

Subsection (b) makes the 10-percent increase in lieu of overtime pay a part of basic compensation for the purposes of the Civil Service Retirement Act of May 29, 1930.

The following table illustrates the effect of section 5 of the bill on rates of pay in the legislative branch:

Illustrations of original (appointing) basic annual salary rates in the legislative branch, as increased by the Federal Employees Pay Act of 1945 (Public Law No. 106), and as proposed to be increased by this bill

Original (appointing) basic salary	Present		Proposed	
	Original (appointing) basic salary, plus 20, 10, and 5 percent increase ¹	Gross salary, including 10 percent additional of a rate not exceeding \$2,900	Original (appointing) basic salary, plus 20, 10, and 5 percent increase, plus 18½ percent of the sum of the foregoing	Gross salary, including 10 percent additional
\$1,000	\$1,200	\$1,320.00	\$1,422.00	\$1,564.20
\$1,140	1,368	1,504.80	1,621.08	1,783.18
\$1,200	1,440	1,584.00	1,706.40	1,877.04
\$1,260	1,506	1,656.60	1,784.61	1,963.07
\$1,440	1,704	1,874.40	2,019.24	2,221.16
\$1,500	1,770	1,947.00	2,097.45	2,307.19
\$1,560	1,836	2,019.60	2,175.66	2,393.22
\$1,620	1,902	2,092.20	2,253.87	2,479.25
\$1,680	1,968	2,164.80	2,332.08	2,565.28
\$1,740	2,034	2,237.40	2,410.29	2,651.31
\$1,800	2,100	2,310.00	2,488.50	2,737.35
\$2,000	2,320	2,552.00	2,749.20	3,024.12
\$2,160	2,496	2,745.60	2,957.76	3,253.53
\$2,260	2,606	2,866.60	3,088.11	3,396.92
\$2,400	2,760	3,036.00	3,270.60	3,597.66
\$2,500	2,870	3,157.00	3,400.95	3,741.04
\$2,700	3,090	3,380.00	3,661.65	4,027.81
\$3,000	3,420	3,710.00	4,052.70	4,457.97
\$3,200	3,640	3,930.00	4,313.40	4,744.74
\$3,300	3,750	4,040.00	4,443.75	4,888.12
\$3,600	4,080	4,370.00	4,834.80	5,318.28
\$3,900	4,410	4,700.00	5,225.85	5,748.43
\$4,000	4,520	4,810.00	5,356.20	5,891.82
\$4,200	4,740	5,030.00	5,616.90	6,178.59
\$4,500	5,070	5,360.00	6,007.95	6,608.74
\$4,800	5,390	5,680.00	6,387.15	7,025.86
\$5,000	5,600	5,890.00	6,636.00	7,299.60
\$5,500	6,125	6,415.00	7,258.12	7,983.93
\$6,000	6,650	6,940.00	7,880.25	8,668.27
\$6,500	7,175	7,465.00	8,502.37	9,352.60
\$7,000	7,700	7,990.00	9,124.50	10,036.95
\$7,500	8,225	8,515.00	9,746.62	10,721.28
\$8,000	8,750	9,040.00	10,368.75	11,405.62
\$8,500	9,275	9,565.00	10,990.87	12,089.95
\$9,000	9,800	10,000.00	11,613.00	12,774.30
\$9,500	10,000	10,000.00	12,235.12	13,458.64
\$10,000	10,000	² 10,435.00	12,857.25	14,142.97

¹ 20 percent increase of first \$1,200; 10 percent increase between \$1,200 to \$4,600; 5 percent increase on that part of a salary in excess of \$4,600.

² Under sec. 603 (b) of the Federal Employees Pay Act of 1945.

Section 6. Increase in pay rates in the judicial branch.—Subsection (a) provides a pay increase of 18½ percent in basic compensation for employees in the judicial branch whose compensation is not fixed under the Classification Act of 1923. This is the same increase that section 2 of the bill prescribes for salaries under the Classification Act of 1923 in the executive branch and in certain judicial agencies, such as the Administrative Office of United States Courts, and the munic-

ipal court, and the municipal court of appeals, of the District of Columbia. Such subsection covers the officers and employees who are now entitled to the salary increase provided by section 521 of the Federal Employees Pay Act of 1945. In addition, it provides salary increases for officers and employees who were denied the benefits of such section 521 because of the \$10,000 limitation contained in section 603 (b) of such act.

Subsection (b) guards against a double increase in the case of Federal judges' secretaries and law clerks, due to the fact that the Judiciary Appropriation Act, 1946, controls the salaries of such employees by references to the services and grades of the Classification Act of 1923, as amended, the salary ranges of which are raised by section 2 of the bill.

The committee finds that the usual workweek of employees in the judicial branch who, under section 522 of the Federal Employees Pay Act of 1945, are receiving 10 percent additional compensation in lieu of overtime pay, is now not in excess of 40 hours, and that there is, therefore, no justification for continuing this additional compensation. Accordingly, subsection (c) discontinues the temporary 10-percent increase in lieu of overtime pay which was granted until June 30, 1947, by section 522 of the Federal Employees Pay Act of 1945.

Section 7. Repeal of limitation on aggregate rate.—This section repeals the \$10,000 ceiling on salaries affected by the provisions of the Federal Employees Pay Act of 1945.

Section 8. Vessel employees.—On the recommendation of the Department of the Interior, vessel employees of that Department are made subject to the same general policy or standard with respect to wages and pay practices that applies to officers and members of crews of vessels operated by other agencies of the Government, as expressed in sections 102 (d) and 606 of the Federal Employees Pay Act of 1945. This is done by amending sections 102 (d) and 606 to include vessel employees of the Department of the Interior in the group which now consists of vessel employees of the Transportation Corps of the Army, the Coast and Geodetic Survey, and the Panama Railroad Company.

The effect is to exclude these employees from the Federal Employees Pay Act of 1945 (except as to sec. 606 and the personnel ceiling provisions of section 607) and from the bill, and to authorize the fixing and adjustment of their compensation from time to time in accordance with the wage practices of the maritime industry.

Section 9. Compensatory time off for irregular or occasional overtime work.—This section makes it possible for departments and agencies, by regulation, to permit employees to exercise an option of requesting and receiving compensatory time off (hour for hour) for irregular or occasional overtime work in excess of 40 hours a week. Under section 202 (a) of the Federal Employees Pay Act of 1945, this can be done only when irregular or occasional overtime is performed in excess of 48 hours a week.

This is the only change in section 202 (a) of the Federal Employees Pay Act of 1945. The other conditions of existing law are continued. The department or agency must issue regulations to enjoy the administrative benefits of the provision; if it does not, it must pay for overtime in cash. The overtime must be irregular or occasional; if it is regularly scheduled, it must be paid for in cash. The employee—not the department or agency—is the one who exercises the option;

if he elects not to exercise it, or if he elects pay instead of compensatory time off, the overtime likewise must be paid for in cash.

Section 10. Night pay differential.—Section 10 amends section 301 of the Federal Employees Pay Act of 1945 so as to provide that the night differential of 10 percent granted by section 301 shall be payable for night work in excess of 40 hours a week when part of a regularly scheduled tour of duty.

Section 11. Pay for holiday work.—Section 11 amends section 302 of the Federal Employees Pay Act of 1945 so as to provide double pay in lieu of regular pay for all hours of work on a holiday, not to exceed eight, which fall within the employee's basic administrative work-week of 40 hours. Section 11 also amends section 302 by providing that the night differential granted by section 301 shall be payable for night work performed on a holiday.

Section 12. Pay rates for grades 9 and 10 of the crafts, protective, and custodial service of the Classification Act.—Subsections (a) and (b) amend section 13 of the Classification Act of 1923 by restoring the pay differentials which prevailed prior to 1942 between the pay ranges for grades 8 and 9, and for grades 8 and 10, of the crafts, protective, and custodial service. This is accomplished by raising each of the existing rates of basic compensation for grades 9 and 10 by \$220.

Under subsection (c) the general percentage increase provided by section 2 of the bill will apply to these new rates.

Section 13. General Accounting Office.—Section 13 has two purposes.

One purpose of this section is to make it clear that the provisions of the bill that apply to the executive branch will also apply to the General Accounting Office.

Section 101 (e) of the Federal Employees Pay Act of 1945 made all provisions of that act which were applicable to the executive branch also expressly applicable to the General Accounting Office. This was done in order to remove any confusion that might have arisen because of doubt whether the General Accounting Office was an executive or legislative establishment. Because of the nature of the organization and activities of the General Accounting Office, general pay and personnel statutes covering the executive branch apply more appropriately to its officers and employees than those which relate to the legislative branch.

The Reorganization Act of 1945, enacted December 20, 1945, declares in section 7 that the Comptroller General of the United States and the General Accounting Office are "a part of the legislative branch of the Government." It is all the more necessary now, therefore, to stipulate that the provisions of the bill relating to the executive branch, and not those relating to the legislative branch, shall apply to the General Accounting Office.

Another purpose of section 13 is to avoid the future necessity of referring to the General Accounting Office specifically in this way every time a general law passes affecting personnel or pay matters in the executive branch. The section is intended to maintain the existing status of the General Accounting Office with respect to such general laws as the Civil Service Act, the Employees Compensation Act, the Retirement Act, the Classification Act, the statutes relating to leaves and hours of work, the Federal Employees Pay Act of 1945, and similar statutes of the same general nature which have always been applicable to the General Accounting Office. It is also intended

to make the General Accounting Office subject to any amendments of these statutes and to any new laws of a general nature covering personnel or pay matters in the executive branch.

Section 14. Appropriations authorized.—Section 14 authorizes appropriations of funds necessary to carry out the provisions of the bill.

Section 15. Effective date.—Section 15 provides that the bill shall take effect on July 1, 1946.

ESTIMATED COST

The estimated cost of the pay increases provided by the bill is about \$430,000,000 per annum.

The 18½-percent increase applied by section 2 of the bill to the annual salaries of the 978,679 employees under the Classification Act of 1923, as amended (estimated as of June 30, 1946), in the executive, legislative, and judicial branches and in the District of Columbia municipal government, would cost, on an annual basis, \$423,400,000.

The 18½-percent increase provided by sections 5 and 6 of the bill for the 5,270 employees in the legislative and judicial branches not under the Classification Act would cost, on an annual basis, \$2,900,000.

These figures are summarized below:

	Number of employees estimated as of June 30, 1946	Total pay roll (Public Law 106), present rates	Total pay roll, proposed rates	Increase over present rates
Under Classification Act:				
Executive branch.....	970,647	\$2,271,300,000	\$2,691,400,000	\$420,100,000
Legislative and judicial branches and District of Columbia government....	8,032	17,500,000	20,800,000	3,300,000
Total.....	978,679	2,288,800,000	2,712,200,000	423,400,000
Not under Classification Act: Legislative and judicial branches.....	5,270	15,400,000	18,300,000	2,900,000
Total.....	983,949	2,304,200,000	2,730,500,000	426,300,000

The provisions of section 12 of the bill, establishing new rates for about 2,150 employees in grades 9 and 10 of the Crafts, Protective, and Custodial Service of the Classification Act, would cost, on an annual basis, about \$560,000.

Additional costs to some extent would be involved in applying the 18½ percent increase to the small groups of immigrant inspectors and customs clerks covered by section 3 of the bill and to certain groups paid statutory salaries under section 4 of the bill. Data are not available at present on which such costs may be accurately estimated.

The additional costs due to the amendments of the Federal Employees Pay Act of 1945 with respect to the night pay differential, pay for holiday work, inclusion of heads of departments and agencies, and the repeal of the \$10,000 limitation on aggregate salary would be relatively small.

CHANGES IN EXISTING LAW

In compliance with paragraph 2a of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as introduced, are shown as follows (existing law proposed to be

omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman):

CLASSIFICATION ACT OF 1923 AS AMENDED

SEC. 13. That the compensation schedules be as follows:

PROFESSIONAL AND SCIENTIFIC SERVICE

The professional and scientific service shall include all classes of positions the duties of which are to perform routine, advisory, administrative, or research work which is based upon the established principles of a profession or science, and which requires professional, scientific, or technical training equivalent to that represented by graduation from a college or university of recognized standing.

Grade 1 in this service, which may be referred to as the junior professional grade, shall include all classes of positions the duties of which are to perform, under immediate supervision, simple and elementary work requiring professional, scientific, or technical training as herein specified but little or no experience.

The annual rates of compensation for positions in this grade shall be **[\$2,320]** \$2,749.20, **[\$2,430]** \$2,879.55, **[\$2,540]** \$3,009.90, **[\$2,650]** \$3,140.25, **[\$2,760]** \$3,270.60, **[\$2,870]** \$3,400.95, and **[\$2,980]** \$3,531.30.

Grade 2 in this service, which may be referred to as the assistant professional grade, shall include all classes of positions the duties of which are to perform, under immediate or general supervision, individually or with a small number of subordinates, work requiring professional, scientific, or technical training as herein specified previous experience, and, to a limited extent, the exercise of independent judgment.

The annual rates of compensation for positions in this grade shall be **[\$2,980]** \$3,531.30, **[\$3,090]** \$3,661.65, **[\$3,200]** \$3,792, **[\$3,310]** \$3,922.35, **[\$3,420]** \$4,052.70, **[\$3,530]** \$4,183.05, and **[\$3,640]** \$4,313.40.

Grade 3 in this service, which may be referred to as the associate professional grade, shall include all classes of positions the duties of which are to perform, individually or with a small number of trained assistants, under general supervision but with considerable latitude for the exercise of independent judgment, responsible work requiring extended professional, scientific, or technical training and considerable previous experience.

The annual rates of compensation for positions in this grade shall be **[\$3,640]** \$4,313.40, **[\$3,750]** \$4,443.75, **[\$3,860]** \$4,574.10, **[\$3,970]** \$4,704.45, **[\$4,080]** \$4,834.80, **[\$4,190]** \$4,965.15, and **[\$4,300]** \$5,095.50.

Grade 4 in this service, which may be referred to as the full professional grade, shall include all classes of positions the duties of which are to perform, under general supervision, difficult and responsible work requiring considerable professional, scientific, or technical training and experience, and the exercise of independent judgment.

The annual rates of compensation for positions in this grade shall be **[\$4,300]** \$5,095.50, **[\$4,520]** \$5,356.20, **[\$4,740]** \$5,616.90, **[\$4,960]** \$5,877.60, and **[\$5,180]** \$6,138.30.

Grade 5 in this service, which may be referred to as the senior professional grade, shall include all classes of positions the duties of which are to perform, under general administrative supervision, important specialized work requiring extended professional, scientific, or technical training and experience, the exercise of independent judgment, and the assumption of responsibility for results, or for the administration of a small scientific or technical organization.

The annual rates of compensation for positions in this grade shall be **[\$5,180]** \$6,138.30, **[\$5,390]** \$6,387.15, **[\$5,600]** \$6,636, **[\$5,810]** \$6,884.85, and **[\$6,020]** \$7,133.70, unless a higher rate is specifically authorized by law.

Grade 6 in this service, which may be referred to as the principal professional grade, shall include all classes of positions the duties of which are to act as assistant head of a major professional or scientific organization, or to act as administrative head of a major subdivision of such an organization, or to act as head of a small professional or scientific organization, or to serve as consulting specialist, or independently to plan, organize, and conduct investigations in original research or development work in a professional, scientific, or technical field.

The annual rates of compensation for positions in this grade shall be **[\$6,230]** \$7,382.55, **[\$6,440]** \$7,631.40, **[\$6,650]** \$7,880.25, **[\$6,860]** \$8,129.10, and **[\$7,070]** \$8,377.95, unless a higher rate is specifically authorized by law.

Grade 7 in this service, which may be referred to as the head professional grade, shall include all classes of positions the duties of which are to act as assistant head of one of the largest and most important professional or scientific bureaus, or to act as the scientific and administrative head of a major professional or scientific bureau, or to act as professional consultant to a department head or a commission or board dealing with professional, scientific, or technical problems, or to perform professional or scientific work of equal importance, difficulty, and responsibility.

The annual rates of compensation for positions in this grade shall be **[\$7,175]** \$8,502.37, **[\$7,437.50]** \$8,813.44, **[\$7,700]** \$9,124.50, **[\$7,962.50]** \$9,435.56, and **[\$8,225]** \$9,746.63, unless a higher rate is specifically authorized by law.

Grade 8 in this service, which may be referred to as the chief professional grade, shall include all classes of positions the duties of which are to act as the administrative head of one of the largest and most important professional or scientific bureaus, or to perform professional or scientific work of equal importance, difficulty, and responsibility.

The annual rates of compensation for positions in this grade shall be **[\$8,750]** \$10,368.75, **[\$9,012.50]** \$10,679.81, **[\$9,275]** \$10,990.88, **[\$9,537.50]** \$11,301.94, and **[\$9,800]** \$11,613, unless a higher rate is specifically authorized by law.

Grade 9 in this service, which may be referred to as the special professional grade, shall include all positions which are or may be specifically authorized or appropriated for at annual rates of compensation in excess of **[\$9,800]** \$11,613.

SUBPROFESSIONAL SERVICE

The subprofessional service shall include all classes of positions the duties of which are to perform work which is incident, subordinate, or preparatory to the work required of employees holding positions in the professional and scientific service, and which requires or involves professional, scientific, or technical training of any degree inferior to that represented by graduation from a college or university of recognized standing.

Grade 1 in this service, which may be referred to as the minor subprofessional grade, shall include all classes of positions the duties of which are to perform, under immediate supervision, the simplest routine work in a professional, scientific, or technical organization.

The annual rates of compensation for positions in this grade shall be **[\$1,440]** \$1,706.40, **[\$1,506]** \$1,784.61, **[\$1,572]** \$1,862.82, **[\$1,638]** \$1,941.03, **[\$1,704]** \$2,019.24, **[\$1,770]** \$2,097.45, and **[\$1,836]** \$2,175.66.

Grade 2 in this service, which may be referred to as the under-subprofessional grade, shall include all classes of positions the duties of which are to perform, under immediate supervision, assigned subordinate work of a professional, scientific, or technical character, requiring limited training or experience, but not the exercise of independent judgment.

The annual rates of compensation for positions in this grade shall be **[\$1,572]** \$1,862.82, **[\$1,638]** \$1,941.03, **[\$1,704]** \$2,019.24, **[\$1,770]** \$2,097.45, **[\$1,836]** \$2,175.66, **[\$1,902]** \$2,253.87, and **[\$1,968]** \$2,332.08.

Grade 3 in this service, which may be referred to as the junior subprofessional grade, shall include all classes of positions the duties of which are to perform, under immediate supervision, subordinate work of a professional, scientific, or technical character, requiring considerable training or experience, but not the exercise of independent judgment.

The annual rates of compensation for positions in this grade shall be **[\$1,704]** \$2,019.24, **[\$1,770]** \$2,097.45, **[\$1,836]** \$2,175.66, **[\$1,902]** \$2,253.87, **[\$1,968]** \$2,332.08, **[\$2,034]** \$2,410.29, and **[\$2,100]** \$2,488.50.

Grade 4 in this service, which may be referred to as the assistant subprofessional grade, shall include all classes of positions the duties of which are to perform under immediate supervision, subordinate work of a professional, scientific, or technical character, requiring considerable training or experience, and, to a limited extent, the exercise of independent judgment.

The annual rates of compensation for positions in this grade shall be **[\$1,902]** \$2,253.87, **[\$1,968]** \$2,332.08, **[\$2,034]** \$2,410.29, **[\$2,100]** \$2,488.50, **[\$2,166]** \$2,566.71, **[\$2,232]** \$2,644.92, and **[\$2,298]** \$2,723.13.

Grade 5 in this service, which may be referred to as the main subprofessional grade, shall include all classes of positions the duties of which are to perform, under immediate or general supervision, subordinate work of a professional, scientific, or technical character, requiring a thorough knowledge of a limited field of professional, scientific, or technical work, and the exercise of independent judgment, or to supervise the work of a small number of employees performing duties of an inferior grade in the subprofessional service.

The annual rates of compensation for positions in this grade shall be **[\$2,100]** \$2,488.50, **[\$2,166]** \$2,566.71, **[\$2,232]** \$2,644.92, **[\$2,298]** \$2,723.13, **[\$2,364]** \$2,801.34, **[\$2,430]** \$2,879.55, and **[\$2,496]** \$2,957.76.

Grade 6 in this service, which may be referred to as the senior subprofessional grade, shall include all classes of positions the duties of which are to perform, under immediate or general supervision, subordinate but difficult and responsible work of a professional, scientific or technical character, requiring a thorough knowledge of a limited field of professional, scientific, or technical work, and the exercise of independent judgment, or to supervise the work of a small number of employees holding positions in grade 5 of this service.

The annual rates of compensation for positions in this grade shall be **[\$2,320]** \$2,749.20, **[\$2,430]** \$2,879.55, **[\$2,540]** \$3,009.90, **[\$2,650]** \$3,140.25, **[\$2,760]** \$3,270.60, **[\$2,870]** \$3,400.95, and **[\$2,980]** \$3,531.30.

Grade 7 in this service, which may be referred to as the principal subprofessional grade, shall include all classes of positions the duties of which are to perform, under general supervision, subordinate but responsible work of a professional, scientific, or technical character, requiring a working knowledge of the principles of the profession, art, or science involved, and the exercise of independent judgment, or to supervise the work of a small number of employees holding positions in grade 6 of this service.

The annual rates of compensation for positions in this grade shall be **[\$2,650]** \$3,140.25, **[\$2,760]** \$3,270.60, **[\$2,870]** \$3,400.95, **[\$2,980]** \$3,531.30, **[\$3,090]** \$3,661.65, **[\$3,200]** \$3,792, and **[\$3,310]** \$3,922.35.

Grade 8 in this service, which may be referred to as the chief subprofessional grade, shall include all classes of positions the duties of which are to perform, under general supervision, subordinate but difficult and responsible work of a professional, scientific, or technical character, requiring a thorough working knowledge of the principles of the profession, art, or science involved, and the exercise of independent judgment, or to supervise the work of a small number of employees holding positions in grade 7 of this service.

The annual rates of compensation for positions in this grade shall be **[\$2,980]** \$3,531.30, **[\$3,090]** \$3,661.65, **[\$3,200]** \$3,792, **[\$3,310]** \$3,922.35, **[\$3,420]** \$4,052.70, **[\$3,530]** \$4,183.05, and **[\$3,640]** \$4,313.40.

CLERICAL, ADMINISTRATIVE, AND FISCAL SERVICE

The clerical, administrative, and fiscal service shall include all classes of positions the duties of which are to perform clerical, administrative, or accounting work, or any other work, commonly associated with office, business, or fiscal administration.

Grade 1 in this service, which may be referred to as the underclerical grade, shall include all classes of positions the duties of which are to perform, under immediate supervision, the simplest routine office work.

The annual rates of compensation for positions in this grade shall be **[\$1,506]** \$1,784.61, **[\$1,572]** \$1,862.82, **[\$1,638]** \$1,941.03, **[\$1,704]** \$2,019.24, **[\$1,770]** \$2,097.45, **[\$1,836]** \$2,175.66, and **[\$1,902]** \$2,253.87.

Grade 2 in this service, which may be referred to as the junior clerical grade, shall include all classes of positions the duties of which are to perform, under immediate supervision, assigned office work requiring training or experience but not the exercise of independent judgment.

The annual rates of compensation for positions in this grade shall be **[\$1,704]** \$2,019.24, **[\$1,770]** \$2,097.45, **[\$1,836]** \$2,175.66, **[\$1,902]** \$2,253.87, **[\$1,968]** \$2,332.08, **[\$2,034]** \$2,410.29, and **[\$2,100]** \$2,488.50.

Grade 3 in this service, which may be referred to as the assistant clerical grade, shall include all classes of positions the duties of which are to perform, under immediate or general supervision, assigned office work requiring training and experience and knowledge of a specialized subject matter or the exercise of independent judgment, or to supervise a small section performing simple clerical operations.

The annual rates of compensation for positions in this grade shall be **[\$1,902]** \$2,253.87, **[\$1,968]** \$2,332.08, **[\$2,034]** \$2,410.29, **[\$2,100]** \$2,488.50, **[\$2,166]** \$2,566.71, **[\$2,232]** \$2,644.92, and **[\$2,298]** \$2,723.13.

Grade 4 in this service, which may be referred to as the main clerical grade, shall include all classes of positions the duties of which are to perform, under immediate or general supervision, responsible office work requiring training and experience, the exercise of independent judgment or knowledge of a specialized subject matter or both, and an acquaintance with office procedure and practice, or to supervise

a small stenographic section or a small section performing clerical operations of corresponding difficulty.

The annual rates of compensation for positions in this grade shall be **[\$2,100]** \$2,488.50, **[\$2,166]** \$2,566.71, **[\$2,232]** \$2,644.92, **[\$2,298]** \$2,723.13, **[\$2,364]** \$2,801.34, **[\$2,430]** \$2,879.55, and **[\$2,496]** \$2,957.76.

Grade 5 in this service, which may be referred to as the senior clerical grade, shall include all classes of positions the duties of which are to perform, under general supervision, difficult and responsible office work requiring considerable training and experience, the exercise of independent judgment or knowledge of a specialized subject matter or both, and a thorough knowledge of office procedure and practice, or to supervise a large stenographic section or any large section performing simple clerical operations, or to supervise a small section engaged in difficult but routine office work.

The annual rates of compensation for positions in this grade shall be **[\$2,320]** \$2,749.20, **[\$2,430]** \$2,879.55, **[\$2,540]** \$3,009.90, **[\$2,650]** \$3,140.25, **[\$2,760]** \$3,270.60, **[\$2,870]** \$3,400.95, and **[\$2,980]** \$3,531.30.

Grade 6 in this service, which may be referred to as the principal clerical grade, shall include all classes of positions the duties of which are to perform, under general supervision, exceptionally difficult and responsible office work requiring extended training and experience, the exercise of independent judgment or knowledge of a specialized and complex subject matter, or both, and a thorough knowledge of office procedure and practice, or to serve as the recognized authority or adviser in matters requiring long experience and an exceptional knowledge of the most difficult and complicated procedure or of a very difficult and complex subject, or to supervise a large or important office organization engaged in difficult or varied work.

The annual rates of compensation for positions in this grade shall be **[\$2,650]** \$3,140.25, **[\$2,760]** \$3,270.60, **[\$2,870]** \$3,400.95, **[\$2,980]** \$3,531.30, **[\$3,090]** \$3,661.65, **[\$3,200]** \$3,792, and **[\$3,310]** \$3,922.35.

Grade 7 in this service, which may be referred to as the assistant administrative grade, shall include all classes of positions the duties of which are to perform, under general supervision, responsible office work along specialized and technical lines requiring specialized training and experience and the exercise of independent judgment, or as chief clerk to supervise the general business operations of a small, independent establishment or a minor bureau or division of an executive department, or to supervise a large or important office organization engaged in difficult and specialized work.

The annual rates of compensation for positions in this grade shall be **[\$2,980]** \$3,531.30, **[\$3,090]** \$3,661.65, **[\$3,200]** \$3,792, **[\$3,310]** \$3,922.35, **[\$3,420]** \$4,052.70, **[\$3,530]** \$4,183.05, and **[\$3,640]** \$4,313.40.

Grade 8 in this service, which may be referred to as the associate administrative grade, shall include all classes of positions the duties of which are to perform, under general supervision, difficult and responsible office work along specialized and technical lines requiring specialized training and experience and the exercise of independent judgment, or to supervise a large or important office organization engaged in work involving specialized training on the part of the employees.

The annual rates of compensation for positions in this grade shall be **[\$3,310]** \$3,922.35, **[\$3,420]** \$4,052.70, **[\$3,530]** \$4,183.05, **[\$3,640]** \$4,313.40, **[\$3,750]** \$4,443.75, **[\$3,860]** \$4,574.10, and **[\$3,970]** \$4,704.45.

Grade 9 in this service, which may be referred to as the full administrative grade, shall include all classes of positions the duties of which are to perform, under general supervision, exceptionally difficult and responsible office work along specialized and technical lines, requiring considerable specialized training and experience and the exercise of independent judgment, or as chief clerk to supervise the general business operations of a large independent establishment or a major bureau or division of an executive department, or to supervise a large or important office organization engaged in work involving technical training on the part of the employees.

The annual rates of compensation for positions in this grade shall be **[\$3,640]** \$4,313.40, **[\$3,750]** \$4,443.75, **[\$3,860]** \$4,574.10, **[\$3,970]** \$4,704.45, **[\$4,080]** \$4,834.80, **[\$4,190]** \$4,965.15, and **[\$4,300]** \$5,095.50.

Grade 10 in this service, which may be referred to as the senior administrative grade, shall include all classes of positions the duties of which are to perform, under general supervision, the most difficult and responsible office work along specialized and technical lines, requiring extended training, considerable experience, and the exercise of independent judgment, or to supervise a large or important office organization engaged in work involving considerable technical training and experience on the part of the employees.

The annual rates of compensation for positions in this grade shall be **[\$3,970]** \$4,704.45, **[\$4,080]** \$4,834.80, **[\$4,190]** \$4,965.15, **[\$4,300]** \$5,095.50, **[\$4,410]** \$5,225.85, **[\$4,520]** \$5,356.20, and **[\$4,630]** \$5,486.55.

Grade 11 in this service, which may be referred to as the principal administrative grade, shall include all classes of positions, the duties of which are to perform the most difficult and responsible office work along specialized and technical lines requiring extended training and experience, and the exercise of independent judgment, or to supervise a large or important office organization engaged in work involving extended training and considerable experience on the part of the employees.

The annual rates of compensation for positions in this grade shall be **[\$4,300]** \$5,095.50, **[\$4,520]** \$5,356.20, **[\$4,740]** \$5,616.90, **[\$4,960]** \$5,877.60, and **[\$5,180]** \$6,138.30.

Grade 12 in this service, which may be referred to as the head administrative grade, shall include all classes of positions the duties of which are to perform the most difficult and responsible office work along specialized and technical lines requiring extended training and experience, the exercise of independent judgment, and the assumption of full responsibility for results, or to supervise a large and important office organization engaged in work involving extended training and experience on the part of the employees.

The annual rates of compensation for positions in this grade shall be **[\$5,180]** \$6,138.30, **[\$5,390]** \$6,387.15, **[\$5,600]** \$6,636, **[\$5,810]** \$6,884.85, and **[\$6,020]** \$7,133.70, unless a higher rate is specifically authorized by law.

Grade 13 in this service, which may be referred to as the chief administrative grade, shall include all classes of positions the duties of which are to act as assistant head of a major bureau, or to act as administrative head of a major subdivision of such a bureau, or to act as head of a small bureau, in case professional or scientific training is not required, or to supervise the design and installation of office systems, methods, and procedures, or to perform work of similar importance, difficulty, and responsibility.

The annual rates of compensation for positions in this grade shall be **[\$6,230]** \$7,382.55, **[\$6,440]** \$7,631.40, **[\$6,650]** \$7,880.25, **[\$6,860]** \$8,129.10, and **[\$7,070]** \$8,377.95, unless a higher rate is specifically authorized by law.

Grade 14 in this service, which may be referred to as the executive grade, shall include all classes of positions the duties of which are to act as assistant head of one of the largest and most important bureaus, or to act as head of a major bureau, in case professional or scientific training is not required, or to supervise the design of systems of accounts for use by private corporations subject to regulation by the United States, or to act as the technical consultant to a department head or a commission or board in connection with technical or fiscal matters, or to perform work of similar importance, difficulty, and responsibility.

The annual rates of compensation for positions in this grade shall be **[\$7,175]** \$8,502.37, **[\$7,437.50]** \$8,813.44, **[\$7,700]** \$9,124.50, **[\$7,962.50]** \$9,435.56, and **[\$8,225]** \$9,746.63, unless a higher rate is specifically authorized by law.

Grade 15 in this service, which may be referred to as the senior executive grade, shall include all classes of positions the duties of which are to act as the head of one of the largest and most important bureaus, in case professional or scientific training is not required, or to perform work of similar importance, difficulty, and responsibility.

The annual rates of compensation for positions in this grade shall be **[\$8,750]** \$10,368.75, **[\$9,012.50]** \$10,679.81, **[\$9,275]** \$10,990.88, **[\$9,537.50]** \$11,301.94, and **[\$9,800]** \$11,613, unless a higher rate is specifically authorized by law.

Grade 16 in this service, which may be referred to as the special executive grade, shall include all positions which are or may be specifically authorized or appropriated for at annual rates of compensation in excess of **[\$9,800]** \$11,613.

CRAFTS, PROTECTIVE, AND CUSTODIAL SERVICE

The crafts, protective, and custodial service shall include all classes of positions the duties of which are to supervise or perform the work of an apprentice, helper, or journeyman in a recognized trade or craft, or other skilled mechanical craft, or the work of an unskilled or skilled laborer, or police or fire-protection work, or domestic or other manual or mechanical work involved in the protection, operation, or maintenance of public buildings, premises, and equipment; the transportation of public officers, employees, and property; the transmission of official papers; the guarding of persons in the custody of the Government, and caring for their domestic needs and those of persons in the employ or care of the Government.

Grade 1 in this service, which may be referred to as the junior messenger grade, shall include all classes of positions, the duties of which are to run errands, to check parcels, or to perform other light manual or mechanical tasks with little or no responsibility.

The annual rates of compensation for positions in this grade shall be **[\$864] \$1,023.84, [\$936] \$1,109.16, [\$1,008] \$1,194.48, [\$1,080] \$1,279.80, and [\$1,152] \$1,365.12.**

Grade 2 in this service, which may be referred to as the office-laborer grade, shall include all classes of positions the duties of which are to handle desks, mail sacks, and other heavy objects, and to perform similar work ordinarily required of unskilled laborers; to operate elevators; to clean office rooms; or to perform other work of similar character.

The annual rates of compensation for positions in this grade shall be **[\$1,440] \$1,706.40, [\$1,506] \$1,784.61, [\$1,572] \$1,862.82, [\$1,638] \$1,941.03, [\$1,704] \$2,019.24, and [\$1,770] \$2,097.45: Provided, That charwomen working part time be paid at the rate of [78 cents] 92 cents an hour and head charwomen at the rate of [83 cents] 98 cents an hour.**

Grade 3 in this service, which may be referred to as the minor crafts, protective, and eustodial grade, shall include all classes of positions the duties of which are to perform, under immediate supervision, custodial, or manual office work with some degree of responsibility, such as operating paper-cutting, canceling, envelope-opening, or envelope-sealing machines; firing and keeping up steam in boilers used for heating purposes in office buildings, cleaning boilers, and oiling machinery and related apparatus; operating passenger or freight automobiles; packing goods for shipment; supervising a large group of charwomen; running errands and doing light manual or mechanical tasks with some responsibility; carrying important documents from one office to another; or attending the door and private office of a department head or other public officer.

The annual rates of compensation for positions in this grade shall be **[\$1,572] \$1,862.82, [\$1,638] \$1,941.03, [\$1,704] \$2,019.24, [\$1,770] \$2,097.45, [\$1,836] \$2,175.66, and [\$1,902] \$2,253.87.**

Grade 4 in this service which may be referred to as the under crafts, protective, and custodial grade, shall include all classes of positions the duties of which are to perform, under general supervision, eustodial work of a responsible character, such as guarding office or storage buildings; supervising a small force of unskilled laborers; firing and keeping up steam in heating apparatus and operating the boilers and other equipment used for heating purposes; or performing general, semimechanical, new, or repair work requiring some skill with hand tools.

The annual rates of compensation for positions in this grade shall be **[\$1,770] \$2,097.45, [\$1,836] \$2,175.66, [\$1,902] \$2,253.87, [\$1,968] \$2,332.08, [\$2,034] \$2,410.29, [\$2,100] \$2,488.50, and [\$2,166] \$2,566.71.**

Grade 5 in this service, which may be referred to as the junior crafts, protective, and eustodial grade, shall include all classes of positions the duties of which are to directly supervise a small detachment of watchmen or building guards; to supervise the operation and maintenance of a small heating plant and its auxiliary equipment; or to perform other work of similar character.

The annual rates of compensation for positions in this grade shall be **[\$1,968] \$2,332.08, [\$2,034] \$2,410.29, [\$2,100] \$2,488.50, [\$2,166] \$2,566.71, [\$2,232] \$2,644.92, [\$2,298] \$2,723.13, and [\$2,364] \$2,801.34.**

Grade 6 in this service, which may be referred to as the assistant crafts, protective, and eustodial grade, shall include all classes of positions the duties of which are to have general supervision over a small force of watchmen or building guards, or to have direction of a considerable detachment of such employees; to supervise a large force of unskilled laborers; to repair office appliances; or to perform other work of similar character.

The annual rates of compensation for positions in this grade shall be **[\$2,166] \$2,566.71, [\$2,232] \$2,644.92, [\$2,298] \$2,723.13, [\$2,364] \$2,801.34, [\$2,430] \$2,879.55, [\$2,496] \$2,957.76, and [\$2,562] \$3,035.97.**

Grade 7 in this service, which may be referred to as the main crafts, protective, and eustodial grade, shall include all classes of positions the duties of which are to supervise the work of skilled mechanics; to supervise the operation and maintenance of a large heating, lighting, and power plant and all auxiliary mechanical and electrical devices and equipment; to assist in the supervision of large forces of watchmen and building guards, or to have general supervision over smaller forces; or to perform other work of similar character.

The annual rates of compensation for positions in this grade shall be **[\$2,364] \$2,801.34, [\$2,430] \$2,879.55, [\$2,496] \$2,957.76, [\$2,562] \$3,035.97, [\$2,650] \$3,140.25, [\$2,760] \$3,270.60, and [\$2,870] \$3,400.95.**

Grade 8 in this service, which may be referred to as the senior crafts, protective, and custodial grade, shall include all classes of positions the duties of which are to direct supervisory and office assistants, mechanics, watchmen, elevator conductors, laborers, janitors, messengers, and other employees engaged in the custody, maintenance, and protection of a small building, or to assist in the direction of such employees when engaged in similar duties in a large building; to have general supervision over large forces of watchmen and building guards; or to perform other work of equal difficulty and responsibility.

The annual rates of compensation for positions in this grade shall be **[\$2,540]** \$3,009.90, **[\$2,650]** \$3,140.25, **[\$2,760]** \$3,270.60, **[\$2,870]** \$3,400.95, **[\$2,980]** \$3,531.30, **[\$3,090]** \$3,661.65, and **[\$3,200]** \$3,792.

Grade 9 in this service, which may be referred to as the principal custodial grade, shall include all classes of positions, the duties of which are to direct supervisory and office assistants, mechanics, watchmen, elevator conductors, laborers, janitors, messengers, and other employees engaged in the custody, maintenance, and protection of a large building, or to assist in the direction of such employees when engaged in similar duties in a group of buildings; or to perform other custodial work of equal difficulty and responsibility.

The annual rates of compensation for positions in this grade shall be **[\$2,650]** \$3,400.95, **[\$2,760]** \$3,531.30, **[\$2,870]** \$3,661.65, **[\$2,980]** \$3,792, **[\$3,090]** \$3,922.35, **[\$3,200]** \$4,052.70, and **[\$3,310]** \$4,183.05.

Grade 10 in this service, which may be referred to as the chief custodial grade, shall include all classes of positions the duties of which are to direct supervisory and office assistants, mechanics, watchmen, elevator conductors, laborers, janitors, messengers, and other employees engaged in the custody, maintenance, and protection of a group of buildings, or to perform other custodial work of equal difficulty and responsibility.

The annual rates of compensation for positions in this grade shall be **[\$2,980]** \$3,792, **[\$3,090]** \$3,922.35, **[\$3,200]** \$4,052.70, **[\$3,310]** \$4,183.05, **[\$3,420]** \$4,313.40, **[\$3,530]** \$4,443.75, and **[\$3,640]** \$4,574.10.

CLERICAL-MECHANICAL SERVICE

The clerical-mechanical service shall include all classes of positions which are not in a recognized trade or craft and which are located in the Bureau of Engraving and Printing, the mail equipment shop, the duties of which are to perform or to direct manual or machine operations requiring special skill or experience, or to perform or direct the counting, examining, sorting, or other verification of the product of manual or machine operations.

Grade 1 shall include all classes of positions in this service the duties of which are to perform the simpler operations or processes requiring special skill and experience.

The rates of compensation for classes of positions in this trade shall be **[78 to 85 cents]** 92 cents to \$1.01 an hour.

Grade 2 shall include all classes of positions in this service the duties of which are to operate simple machines or to perform operations or processes requiring a higher degree of skill than those in grade 1.

The rates of compensation or classes of positions in this grade shall be **[91 to 98 cents]** \$1.08 to \$1.16 an hour.

Grade 3 shall include all classes of positions in this service the duties of which are to operate machines or to perform operations or processes requiring the highest degree of skill, or supervise a small number of subordinates.

The rates of compensation for classes of positions in this grade shall be **[\$1.05 to \$1.11]** \$1.24 to \$1.32 an hour.

Grade 4 shall include all classes of positions in this service the duties of which are to perform supervisory work over a large unit of subordinates.

The rates of compensation for classes of positions in this grade shall be **[\$1.18 to \$1.31]** \$1.40 to \$1.55 an hour.

BACHARACH ACT OF MAY 29, 1928

SECTION 1. The following annual rates of compensation are hereby established for the employees in the Customs Service hereinafter specified: * * *

(c) Clerks, entrance salary, **[\$1,990]** \$2,358.15; clerks having one year's satisfactory service, **[\$2,100]** \$2,488.50; clerks having two years' satisfactory service, **[\$2,210]** \$2,618.85; clerks having three years' satisfactory service **[\$2,320]**

\$2,749.20; clerks having four years' satisfactory service, [\$2,430] \$2,879.55; thereafter promotion of clerks to higher rates of compensation shall be in accordance with existing law.

IMMIGRATION ACT OF 1917

SEC. 24. * * *

Immigrant inspectors shall be divided into five classes, as follows: Grade 1, salary [\$2,430] \$2,879.55; grade 2, salary [\$2,650] \$3,140.25; grade 3, salary [\$2,870] \$3,400.95; grade 4, salary [\$3,090] \$3,661.65; grade 5, salary [\$3,420] \$4,052.70; and, hereafter, inspectors shall be promoted successively to grades 2 and 3 at the beginning of the next quarter following one year's satisfactory service (determined by a standard of efficiency which is to be defined by the Commissioner of Immigration and Naturalization, with the approval of the Attorney General) in the next lower grade; and to grades 4 and 5 for meritorious service after no less than one year's service in grades 3 and 4, respectively: *Provided further*, That when officers, inspectors, or other employees of the Immigration and Naturalization Service are ordered to perform duty in a foreign country, or transferred from one station to another, in the United States or in a foreign country, they shall be allowed their traveling expenses in accordance with such regulations as the Attorney General may deem advisable, and they may also be allowed, within the discretion and under written orders of the Attorney General, the expenses incurred for the transfer of their wives and dependent minor children; their household effects and other personal property, including the expenses for packing, crating, freight, and drayage thereof in accordance with the Act of October 10, 1940 (54 Stat. 1105; U. S. C., title 5, sec. 73c-1). The expense of transporting the remains of such officers, inspectors, or other employees who die while in, or in transit to, a foreign country in the discharge of their official duties, to their former homes in this country for interment, and the ordinary and necessary expenses of such interment and preparation for shipment at their posts of duty or at home, are hereby authorized to be paid on the written order of the Attorney General: *Provided further*, That the appropriation of such sum as may be necessary for the enforcement of this Act is hereby authorized.

FEDERAL EMPLOYEES PAY ACT OF 1945

SEC. 102. (a) This Act shall not apply to (1) elected officials; (2) Federal judges; [(3) heads of departments or of independent establishments or agencies of the Federal Government, including Government-owned or controlled corporations;] (4) employees of the District of Columbia municipal government whose compensation is fixed by the Teachers' Salary Act of June 4, 1924, as amended; and (5) officers and members of the Metropolitan Police or of the Fire Department of the District of Columbia. As used in this subsection the term "elected officials" shall not include officers elected by the Senate or House of Representatives who are not members of either body.

* * * * *

(d) This Act, except sections 606 and 607, shall not apply to employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, to vessel employees of the Coast and Geodetic Survey, *to vessel employees of the Department of the Interior*, or to vessel employees of the Panama Railroad Company.

* * * * *

COMPENSATORY TIME OFF FOR IRREGULAR OR OCCASIONAL OVERTIME WORK

SEC. 202. (a) The heads of departments, or of independent establishments or agencies, including Government-owned or controlled corporations and of the District of Columbia municipal government, and the heads of legislative or judicial agencies to which this title applies, may by regulation provide for the granting of compensatory time off from duty, in lieu of overtime compensation for irregular or occasional duty in excess of [forty-eight hours] *forty hours* in any regularly scheduled administrative workweek, to those per annum employees requesting such compensatory time off from duty.

* * * * *

NIGHT PAY DIFFERENTIAL

SEC. 301. Any officer or employee to whom this title applies who is assigned to a regularly scheduled tour of duty, any part of [which] *which, including overtime*, falls between the hours of 6 o'clock postmeridian and 6 o'clock antemeridian,

shall, for duty between such hours, excluding periods when he is in a leave status, be paid compensation at a rate 10 per centum in excess of his **[basic]** rate of basic compensation for duty between other hours: *Provided*, That such differential for night duty shall not be included in computing any overtime compensation to which the officer or employee may be entitled:

* * * * *

COMPENSATION FOR HOLIDAY WORK

SEC. 302. **[Officers and employees to whom this title applies who are assigned to duty on a holiday designated by Federal statute or Executive order shall be compensated for such duty, excluding periods when they are in leave status, in lieu of their regular pay for that day, at the rate of one and one-half times the regular basic rate of compensation:]** *Any officer or employee to whom this title applies who is assigned to duty on a holiday designated by Federal statute or Executive order during hours which fall within his basic administrative workweek of forty hours shall be compensated for not to exceed eight hours of such duty, excluding periods when he is in a leave status, in lieu of his regular rate of basic compensation for such duty, at the rate of twice such regular rate of basic compensation, in addition to any extra compensation for night duty provided by section 301 of this Act: Provided, That extra holiday compensation paid under this section shall not serve to reduce the amount of overtime compensation to which the employee may be entitled under this or any other Act during the administrative workweek in which the holiday occurs, but such extra holiday compensation shall not be considered to be a part of the basic compensation for the purpose of computing such overtime compensation.*

* * * * *

INCREASE IN RATES OF COMPENSATION

SEC. 501. Except as provided in section 503, each officer and employee in or under the legislative branch to whom this title applies shall be paid additional compensation computed as follows: 20 per centum of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 10 per centum of that part of such rate which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum, plus 5 per centum of that part of such rate which is in excess of \$4,600 per **[annum]** annum, plus 18.5 per centum of his basic compensation as increased by the foregoing percentages. The additional compensation provided by this section and section 502 shall be considered a part of the basic compensation of any such officer or employee for the purposes of the Civil Service Retirement Act of May 29, 1930, as amended. The additional compensation provided for by this section and section 502 shall not be taken into account in determining whether any amount expended for clerk hire, or the compensation paid to an officer or employee, is within any limit now prescribed by law.

[TEMPORARY] ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

SEC. 502. **[During the period beginning on July 1, 1945, and ending on June 30, 1947, each]** *Each officer and employee in or under the legislative branch entitled to the benefits of section 501 of this Act shall be paid additional compensation at the rate of 10 per centum of **[(a)]** the aggregate of the rate of his basic compensation and the rate of additional compensation received by him under section 501 of this Act **[, or (b) the rate of \$2,900 per annum, whichever is the smaller].***

* * * * *

INCREASE IN BASIC RATES OF COMPENSATION

SEC. 521. Each officer and employee in or under the judicial branch to whom this title applies shall be paid additional basic compensation computed as follows: 20 per centum of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 10 per centum of that part of such rate which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum, plus 5 per centum of that part of such rate which is in excess of \$4,600 per **[annum]** annum, plus 18.5 per centum of his basic compensation as increased by the foregoing percentages. The limitations of \$6,500 and \$7,500 with respect to the aggregate salaries payable to secretaries and law clerks of circuit and district judges, contained in the eighth paragraph under the head "Miscellaneous Items of Expense" in The Judiciary Appropriation Act, 1946 (Public Law Numbered 61, Seventy-ninth

Congress), shall be increased by the amounts necessary to pay the additional basic compensation provided by this section; and the changes in the rates of basic compensation in the Classification Act of 1923, as amended, made by section 405 of this Act and section 2 of the Federal Employees Pay Act of 1946 shall not be taken into account in fixing salaries under such eighth paragraph.

[TEMPORARY ADDITIONAL COMPENSATION IN LIEU OF OVERTIME]

[SEC. 522. During the period beginning on July 1, 1945, and ending on June 30, 1947, each officer and employee in or under the judicial branch entitled to the benefits of section 521 of this Act shall be paid additional compensation at the rate of 10 per centum of (a) the rate of his basic compensation, or (b) the rate of \$2,900 per annum, whichever is the smaller. As used in this section the term "basic compensation" includes the additional basic compensation provided for by section 521 of this Act.]

* * * * *

SEC. 603. * * *

[(b) Notwithstanding any other provision of this Act, no officer or employee shall, by reason of the enactment of this Act, be paid, with respect to any pay period, basic compensation, or basic compensation plus any additional compensation provided by this Act, at a rate in excess of \$10,000 per annum, except that (1) any officer or employee who was receiving overtime compensation on June 30, 1945, and whose aggregate rate of compensation on such date was in excess of \$10,000 per annum may receive overtime compensation at such rate as will not cause his aggregate rate of compensation for any pay period to exceed the aggregate rate of compensation he was receiving on June 30, 1945, until he ceases to occupy the office or position he occupied on such date or until the overtime hours of work in his administrative workweek are reduced by action of the head of his department or independent establishment or agency, or Government-owned or controlled corporation, and when such overtime hours are reduced such rate of overtime compensation shall be reduced proportionately, and (2) any officer or employee who, because of the receipt of additional compensation in lieu of overtime compensation, was receiving aggregate compensation at a rate in excess of \$10,000 per annum on June 30, 1945, may continue to receive such rate of aggregate compensation so long as he continues to occupy the office or position he occupied on such date but in no case beyond June 30, 1947.]

* * * * *

VESSEL EMPLOYEES

SEC. 606. Employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, vessel employees of the Coast and Geodetic Survey, *vessel employees of the Department of the Interior*, and vessel employees of the Panama Railroad Company, may be compensated in accordance with the wage practices of the maritime industry.

MINORITY REPORT BY MR. REES OF KANSAS

I do not join the majority whose opinions regarding the Federal-employee-pay-raise bill are expressed above.

So that the House may be advised regarding the differences between the pay-raise bill (S. 1415) which passed the Senate in December 1945 and the pay raise recommended by the Committee on the Civil Service of the House, I have prepared a table which appears below. The table shows clearly that the pay increases provided for in S. 1415 provide sufficient pay increases to offset the increased cost of living since 1940, particularly in the lower grades, follow closely the wage-increase formula adopted by industry for white-collar workers, and do not violate the national wage-price stabilization program.

The table below significantly shows that the proposed 18.5 percent flat increase is based upon present rates established on July 1, 1945, by Public Law 106, resulting in an over-all increase of 15.9 percent over basic rates in June 1945. Therefore, the contention that the proposed bill provides only an 18.5 percent increase is erroneous as shown by the table below. The real proposed pay-raise increase over basic rates in June 1945 ranges from a low of 27.2 percent at the \$15,000 salary level to 42.2 percent at the \$1,200, salary level. (See column 7.)

Attention is also directed to column 5. This shows that in reality S. 1415, which passed the Senate, provided equitable pay-raise adjustments, since pay raises of from 30 to 36 percent were allowed in the salary levels below \$2,000, and substantial pay-raise increases of from 21.1 to 28.8 percent in salary levels from \$5,200 to \$2,000 were also granted.

Federal personnel annual pay rates prior to July 1, 1945; current rates under Public Law 106, effective July 1, 1945; compared with rates provided in S. 1415 as passed by Senate, and rates provided for in bill reported by Civil Service Committee of House showing rate and percentage of increase

Rate prior to July 1, 1945	Current rate (Public Law 106, effective July 1, 1945)	Rate under S. 1415 as passed by Senate, De- cember 1945	Percentage increase un- der S. 1415 as passed by Senate over cur- rent rate	Percentage of increase pro- vided in S. 1415 as passed by Senate over rate prior to July 1, 1945	Rate proposed by House Civil Service Committee; 18.5 percent flat increase above current rate	Percentage increases of House bill over rate prior to July 1, 1945
(1)	(2)	(3)	(4)	(5)	(6)	(7)
\$1,200-----	\$1,440	\$1,632.00	13.33	36.0	\$1,706.40	42.2
\$1,440-----	1,704	1,915.20	12.39	33.0	2,019.24	40.2
\$1,620-----	1,902	2,127.60	11.86	31.33	2,253.87	39.1
\$1,800-----	2,100	2,340.00	11.43	30.0	2,488.50	38.3
\$2,000-----	2,320	2,576.00	11.03	28.80	2,749.20	37.5
\$2,300-----	2,650	2,930.00	10.57	27.39	3,140.25	36.5
\$2,400-----	2,760	3,048.00	10.43	27.0	3,270.60	36.3
\$2,600-----	2,980	3,284.00	10.20	26.31	3,531.30	35.8
\$2,900-----	3,310	3,638.00	9.91	25.45	3,922.35	35.3
\$3,200-----	3,640	3,992.00	9.67	24.75	4,313.40	34.8
\$3,500-----	3,970	4,346.00	9.47	24.17	4,704.45	34.4
\$3,800-----	4,300	4,700.00	9.30	23.68	5,095.50	34.1
\$4,600-----	5,180	5,644.00	8.96	22.70	6,138.30	33.4
\$5,200-----	5,810	6,298.00	8.40	21.12	6,884.85	32.4
\$6,000-----	6,650	7,170.00	7.82	19.50	7,880.25	31.3
\$7,000-----	7,700	8,260.00	7.27	18.0	9,124.50	30.3
\$8,000-----	8,750	9,350.00	6.86	16.88	10,368.75	29.6
\$8,500-----	9,275	9,895.00	6.68	16.41	10,990.87	29.3
\$9,000-----	9,800	10,000.00	2.04	11.11	11,613.00	29.03
\$12,000-----	12,000	12,000.00	-----	-----	15,345.75	27.8
\$15,000-----	15,000	15,000.00	-----	-----	19,078.50	27.2

It is obvious that in considering the merits of the bill reported by the committee, not more than passing thought was given to the fact that almost 1,250,000 employees will be covered by the bill if it were effective today. That there will be only 900,000 such employees on July 1, 1946, remains to be seen. Judging by the present speed in reductions there will be in excess of 1,000,000 employees in the executive branch subject to the bill in December 1946. Therefore, I urge the House to give favorable consideration to the adoption of an amendment which I shall propose, which will make any pay-raise bill effective only if the number of employees in the executive branch of the Government covered by such bill is less than 900,000.

This bill favors those employees now receiving above \$6,000 per annum. I do not favor pay raises for Federal employees which will result in those in the highest brackets receiving more than the limit of \$10,000 set by Congress in section 3 of the Reorganization Act of 1945. Under this bill an employee now getting \$7,700 will receive \$9,124 annually, a \$8,750 man will receive \$10,368, and a \$9,275 man will receive \$10,990 per annum.

The attention of the House is directed to the fact that this bill will add one-half billion annually to the cost of government and increase the already stupendous \$290,000,000,000 national debt proportionately.

EDWARD H. REES.

○

79TH CONGRESS
2D SESSION

[Report No. 1834]

MARCH 29, 1946

APRIL 1, 1946

7 SEC. 2. (a) Each of the existing rates of basic compen-
8 sation provided by section 13 of the Classification Act of
9 1923, as amended and supplemented, is hereby increased
10 by 18.5 per centum. Such augmented rates shall be con-

1 sidered to be the regular rates of basic compensation pro-
2 vided by such section.

3 (b) The increase in existing rates of basic compensa-
4 tion provided by this section shall not be construed to be
5 an "equivalent increase" in compensation within the mean-
6 ing of section 7 (b) (1) of the Classification Act of 1923,
7 as amended.

8 INCREASE IN PAY RATES FOR CUSTOMS CLERKS AND
9 IMMIGRANT INSPECTORS

10 SEC. 3. Each of the existing rates of basic compensation
11 provided by the Act entitled "An Act to adjust the com-
12 pensation of certain employees in the Customs Service",
13 approved May 29, 1928, as amended and supplemented,
14 and those provided by the second paragraph of section 24
15 of the Immigration Act of 1917, as amended and supple-
16 mented, are hereby increased by 18.5 per centum. Such aug-
17 mented rates shall be considered to be the regular rates of
18 basic compensation.

19 INCREASE IN STATUTORY PAY RATES IN THE EXECUTIVE
20 BRANCH NOT UNDER CLASSIFICATION ACT

21 SEC. 4. (a) Rates of basic compensation specifically pro-
22 vided by statute (including any increase therein computed in
23 accordance with section 602 (b) of the Federal Employees
24 Pay Act of 1945) for positions in the executive branch or the
25 District of Columbia municipal government which are not

1 included in section 102, as amended, of the Federal Em-
2 ployees Pay Act of 1945 or in the District of Columbia
3 Teachers' Salary Act of 1945, and are not increased by any
4 other provision of this Act, are hereby increased by 18.5
5 per centum. Such augmented rates shall be considered
6 to be the regular rates of basic compensation.

7 (b) Section 102 (a) of the Federal Employees Pay
8 Act of 1945 is amended by striking out the following: "(3)
9 heads of departments or of independent establishments or
10 agencies of the Federal Government, including Government-
11 owned or controlled corporations;"

12 INCREASE IN PAY RATES IN THE LEGISLATIVE BRANCH

13 SEC. 5. (a) The first sentence of section 501 of the
14 Federal Employees Pay Act of 1945 is amended by insert-
15 ing before the period at the end thereof a comma and the
16 following: "plus 18.5 per centum of his basic compensation
17 as increased by the foregoing percentages".

18 (b) The second sentence of such section 501 is amended
19 to read as follows: "The additional compensation provided
20 by this section and section 502 shall be considered a part
21 of the basic compensation of any such officer or employee
22 for the purposes of the Civil Service Retirement Act of
23 May 29, 1930, as amended."

24 (c) Section 502 of such Act is amended to read as
25 follows:

1 “ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

2 “SEC. 502. Each officer and employee in or under the
3 legislative branch entitled to the benefits of section 501 of
4 this Act shall be paid additional compensation at the rate
5 of 10 per centum of the aggregate of the rate of his basic
6 compensation and the rate of additional compensation
7 received by him under section 501 of this Act.”

8 INCREASE IN PAY RATES IN THE JUDICIAL BRANCH

9 SEC. 6. (a) The first sentence of section 521 of the
10 Federal Employees Pay Act of 1945 is amended by insert-
11 ing before the period at the end thereof a comma and
12 the following: “plus 18.5 per centum of his basic compensa-
13 tion as increased by the foregoing percentages”.

14 (b) The second sentence of such section 521 is
15 amended by inserting after “section 405 of this Act” the
16 following: “and section 2 of the Federal Employees Pay
17 Act of 1946”.

18 (c) Section 522 of such Act is hereby repealed.

19 REPEAL OF LIMITATION ON AGGREGATE RATE

20 SEC. 7. Section 603 (b) of the Federal Employees Pay
21 Act of 1945 is hereby repealed.

22 VESSEL EMPLOYEES

23 SEC. 8. (a) Section 102 (d) of the Federal Employees
24 Pay Act of 1945 is amended to read as follows:

1 “(d) This Act, except sections 606 and 607, shall
2 not apply to employees of the Transportation Corps of the
3 Army of the United States on vessels operated by the United
4 States, to vessel employees of the Coast and Geodetic Sur-
5 vey, to vessel employees of the Department of the Interior,
6 or to vessel employees of the Panama Railroad Company.”

7 (b) Section 606 of such Act is amended to read as
8 follows:

9 “VESSEL EMPLOYEES

10 “SEC. 606. Employees of the Transportation Corps of
11 the Army of the United States on vessels operated by the
12 United States, vessel employees of the Coast and Geodetic
13 Survey, vessel employees of the Department of the In-
14 terior, and vessel employees of the Panama Railroad Com-
15 pany, may be compensated in accordance with the wage
16 practices of the maritime industry.”

17 COMPENSATORY TIME OFF FOR IRREGULAR OR OCCASIONAL

18 OVERTIME WORK

19 SEC. 9. Section 202 (a) of the Federal Employees Pay
20 Act of 1945 is amended by striking out “forty-eight hours”
21 and inserting in lieu thereof “forty hours”.

22 NIGHT PAY DIFFERENTIAL

23 SEC. 10. That part of section 301 of the Federal Em-

1 ployees Pay Act of 1945 which precedes the first proviso
2 is amended to read as follows: "Any officer or employee
3 to whom this title applies who is assigned to a regularly
4 scheduled tour of duty, any part of which, including over-
5 time, falls between the hours of 6 o'clock postmeridian and
6 6 o'clock antemeridian, shall, for duty between such hours,
7 excluding periods when he is in a leave status, be paid
8 compensation at a rate 10 per centum in excess of his rate
9 of basic compensation for duty between other hours:".

10
11 PAY FOR HOLIDAY WORK

11 SEC. 11. That part of the first sentence of section 302
12 of the Federal Employees Pay Act of 1945 which precedes
13 the proviso is amended to read as follows: "Any officer or
14 employee to whom this title applies who is assigned to duty
15 on a holiday designated by Federal statute or Executive
16 order during hours which fall within his basic administrative
17 workweek of forty hours shall be compensated for not to
18 exceed eight hours of such duty, excluding periods when he
19 is in a leave status, in lieu of his regular rate of basic com-
20 pensation for such duty, at the rate of twice such regular
21 rate of basic compensation, in addition to any extra com-
22 pensation for night duty provided by section 301 of this
23 Act:".

1 PAY RATES FOR GRADES 9 AND 10 OF THE CRAFTS, PRO-
2 TECTIVE, AND CUSTODIAL SERVICE OF THE CLASSIFICA-
3 TION ACT

4 SEC. 12. (a) Section 13 of the Classification Act of
5 1923, as amended, is hereby further amended by striking
6 out the second paragraph relating to grade 9 of the Crafts,
7 Protective, and Custodial Service and substituting therefor
8 the following:

9 "The annual rates of compensation for positions in this
10 grade shall be \$2,870, \$2,980, \$3,090, \$3,200, \$3,310,
11 \$3,420, and \$3,530."

12 (b) Section 13 of the Classification Act of 1923, as
13 amended, is hereby further amended by striking out the
14 second paragraph relating to grade 10 of the Crafts, Protec-
15 tive, and Custodial Service and substituting therefor the
16 following:

17 "The annual rates of compensation for positions in this
18 grade shall be \$3,200, \$3,310, \$3,420, \$3,530, \$3,640,
19 \$3,750, and \$3,860."

20 (c) With respect to grades 9 and 10 of the Crafts,
21 Protective, and Custodial Service, the increase in rates of
22 basic compensation provided by section 2 of this Act shall
23 be computed on the rates of basic compensation established

1 for such grades, as amended by subsections (a) and (b) of
2 this section.

3 GENERAL ACCOUNTING OFFICE

4 SEC. 13. This Act and any other general legislation
5 heretofore or hereafter enacted governing the employment,
6 compensation, emoluments, and status of officers and em-
7 ployees of the United States shall apply to officers and em-
8 ployees of the General Accounting Office in the same manner
9 and to the same extent as if such officers and employees were
10 in or under the executive branch of the Government.

11 APPROPRIATIONS AUTHORIZED

12 SEC. 14. There are hereby authorized to be appropriated
13 such sums as may be necessary to carry out the provisions
14 of this Act.

15 EFFECTIVE DATE

16 SEC. 15. This Act shall take effect on July 1, 1946.

of the State of Ohio, and of the County of Hamilton, do hereby certify that the following is a true and correct copy of the original as the same appears in the records of the County of Hamilton, Ohio.

Given under my hand and seal of office this 1st day of March, 1911.

Witness my hand and seal of office at Hamilton, Ohio, this 1st day of March, 1911.

Notary Public for Ohio.

My Comm. Expires _____

Attest: _____

County Clerk of Hamilton County, Ohio.

V. B. R. T.

(Notary Seal)

FILED H. B. 2723

79TH CONGRESS
2^D SESSION

H. R. 5939

[Report No. 1834]

A BILL

To increase the rates of compensation of officers and employees of the Federal Government, and for other purposes.

By Mr. JACKSON

MARCH 29, 1946

Referred to the Committee on the Civil Service

APRIL 1, 1946

Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

79TH CONGRESS
2D SESSION

H. RES. 576

IN THE HOUSE OF REPRESENTATIVES

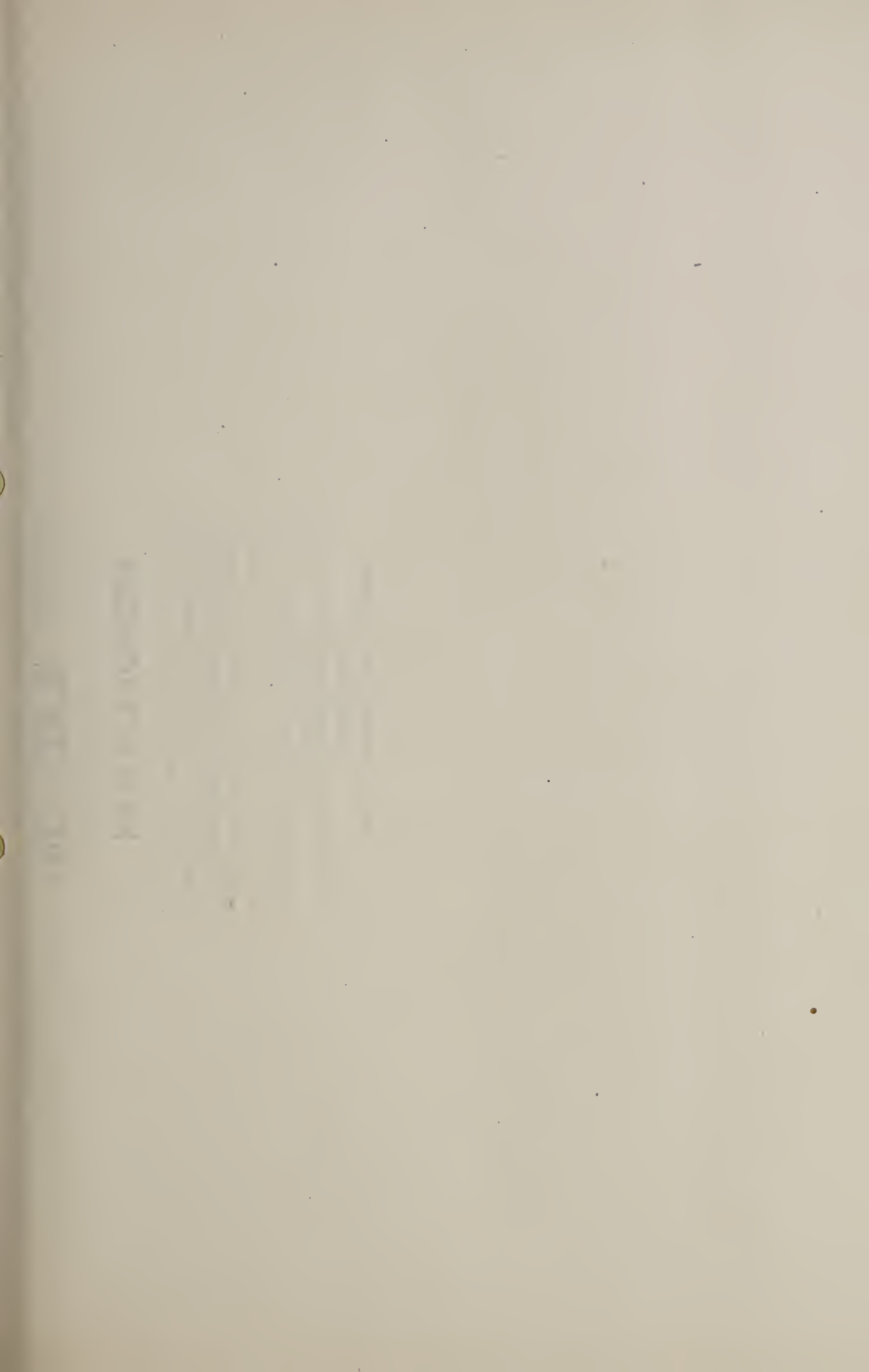
APRIL 1, 1946

Mr. RANDOLPH submitted the following resolution; which was referred to the
Committee on Rules

RESOLUTION

1 *Resolved*, That upon the adoption of this resolution it
2 shall be in order to move that the House resolve itself into
3 the Committee of the Whole House on the State of the Union
4 for the consideration of the bill (H. R. 5939) to increase
5 the rates of compensation of officers and employees of the
6 Federal Government, and for other purposes. That after
7 general debate, which shall be confined to the bill and con-
8 tinue not to exceed two hours to be equally divided and
9 controlled by the chairman and ranking minority member
10 of the Committee on the Civil Service, the bill shall be read
11 for amendment under the five-minute rule. At the conclu-
12 sion of the reading of the bill for amendment, the Committee

1 shall rise and report the same to the House with such amend-
2 ments as may have been adopted, and the previous question
3 shall be considered as ordered on the bill and amendments
4 thereto to final passage without intervening motion except
5 one motion to recommit. After the passage of the bill
6 (H. R. 5939) the Committee on the Civil Service shall
7 be discharged from the further consideration of the bill
8 (S. 1415), and it shall then be in order to move to strike
9 out all after the enacting clause of said Senate bill and insert
10 in lieu thereof the provisions contained in H. R. 5939.



79TH CONGRESS
2^D SESSION

H. RES. 576

RESOLUTION

Providing for the consideration of the bill
(H. R. 5939) to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes.

By Mr. RANDOLPH

APRIL 1, 1946

Referred to the Committee on Rules



CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
Legislative Reports and Service Section
(For Department staff only)

Issued April 3, 1946
For actions of Tues., April 2, 1946

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HIGHLIGHTS: Senate committee reported bill to continue Export-Control Act. Reps. Eberharter and Gross criticized proposed milk-price increases. Rules Committee cleared Federal pay bill. Rep. Murray, Wis., spoke in favor of higher returns to farmers and farm labor. Rep. Robertson, N. Dak., said wheat shortage would be alleviated if Government would arrange transportation, get increased farm-machinery production and abolish controls. Rep. Cannon, Mo., inserted excerpts from Secretary Anderson's national garden conference address.

HOUSE

1. PRICE CONTROL; HOUSING. Rep. Roe, Md., inserted and discussed a letter favoring abolition of OPA and opposing housing subsidies (p. 3019).
2. MILK PRICES. Rep. Eberharter, Pa., criticized the proposed strike of Md.-Va. milk producers (p. 3019).
Rep. Gross, Pa., criticized the proposed increase in milk prices (p. 3019).
3. SURPLUS PROPERTY. Rep. Taber, N. Y., criticized surplus-property procedure, stating that the veterans have "had no chance to buy" surplus Army trucks (p. 3020).
4. FEDERAL PAY BILL. The Rules Committee reported a resolution for consideration of this bill, H. R. 5939 (p. 3023).
5. AIRPORTS. Agreed, 140-81, to the conference report on S. 2, the Federal-aid airport bill (pp. 3036-41). The Senate has not yet received the report.
6. PERSONNEL. The Rules Committee reported a resolution for consideration of H. R. 5244, to provide for additional foreign-service officers (p. 3052).
Rep. Rees, Kans., charged that the Civil Service Commission does not comply with the Veterans' Preference Act (pp. 3058-9).
Both Houses received from the Budget Bureau the third quarterly report on personnel ceilings. To Civil Service Committees. (pp. 2992, 3063.)
7. FARM PRICES; FARM LABOR. Rep. Murray, Wis., spoke in favor of higher returns for farmers and farm laborers and inserted tables on farm wages, etc. (pp. 3053-8).

8. WHEAT SHORTAGE. Rep. Robertson, N. Dak., said the wheat shortage would be alleviated if the Government would arrange for transportation of grain to the ports, stop the strikes so as to encourage farm-machinery production, and abolish controls on production, etc. (pp. 3059-62).
 9. REPORTS. Received the RFC report for Dec. 1945 (p. 3063). Both houses received the Treasury report for 1945 (pp. 2992, 3063).
 10. FARM MACHINERY; FARM PRICES. Received a petition from some S. Dak. farmers asking for increased farm-machinery production and higher farm prices (p. 3064).
- SENATE
11. PRICE CONTROL. Sen. Wiley, Wis., said the OPA engages in "propaganda activities" (pp. 2993-4).
Sen. Capper, Kans., inserted constituents' telegrams favoring price-control extension (p. 2992).
 12. SURPLUS PROPERTY. Sen. Wiley, Wis., inserted his letter to the War Assets Corp. criticizing Government policies in disposing of surplus property, and requesting information concerning veterans' priorities (pp. 2992-3).
 13. EXPORTS. The Military Affairs Committee reported without amendment S. 1980, to continue Sec. 6 of the act of July 2, 1940, which permits the President to prohibit or curtail the exportation of any military equipment, munitions, machinery, tools, material, or supplies necessary for the manufacture, servicing, or operation thereof (S. Rept. 1102) (p. 2993).

BILLS INTRODUCED

14. PRICE CONTROL. H. R. 5965, by Rep. Landis, Ind., to amend sec. 2 of the Emergency Price Control Act, 1942, with respect to maximum prices in the case of canned or processed agricultural commodities which are the products of seasonal canning or processing. To Banking and Currency Committee. (p. 3063.)
15. SOCIAL SECURITY. H. R. 5966, by Rep. Jonkman, Mich., to amend the Social Security Act, so as to change the age for old-age and survivor benefits from 65 to 60. To Ways and Means Committee. (p. 3063.)
16. FLOOD CONTROL. H. R. 5969, by Rep. Clippinger, Ill., to authorize a preliminary examination and survey of Lost Creek, Hamilton and White Counties, Ill., for flood control, soil-erosion prevention, etc. To Flood Control Committee. (p. 3063.)
17. SELECTIVE SERVICE. H. R. 5972, by Rep. Sparkman, Ala., to extend the Selective Training and Service Act of 1940, until May 15, 1947. To Military Affairs Committee. (p. 3063.)
18. LUMBER PRODUCTION. H. R. 5973, by Rep. Thom, Ohio, to authorize the Secretary to assist in increasing lumber production. To Agriculture Committee. (p. 3064.)
19. WILDLIFE. H. R. 5976, by Rep. Talle, Iowa, to promote the conservation of wildlife, fish, and game. To Rivers and Harbors Committee. (p. 3064.)
20. PERSONNEL. H. R. 5979, by Rep. Rees, Kans., to provide for the protection of veterans and career-service employees in connection with reductions in force in the Federal service. To Civil Service Committee. (p. 3064.)

clared subversive by the Department of Justice.

Seven sponsors of the conference have been associated with the International Labor Defense, which has been called the legal arm of the Communist Party in the United States by the Department of Justice.

This conference has altogether among its sponsors persons who have represented more than 99 subversive and Communist-front organizations in the United States. There will be no peace if this group has its way. Its only aim is to communize the United States and all the rest of the universe by revolutionary measures. That is the crowd Mr. MARCANTONIO is representing in his attacks on me.

Mr. Speaker, I move the previous question.

The previous question was ordered.

The SPEAKER. The question is on the motion of the gentleman from Mississippi.

The motion was agreed to.

CIVIL AIR PATROL

Mr. SUMNERS of Texas. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the bill (H. R. 5744) to incorporate the Civil Air Patrol, and ask for its immediate consideration.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That the following-named persons, to wit: Harold F. Wood, of Alabama; J. M. Morris, of Arizona; Rex P. Hayes, of Arkansas; Bertrand Rhine, of California; J. A. Smethills, of Colorado; W. T. Gilbert, of Connecticut; William J. Simpson, of Delaware; Zack T. Mosley, of Florida; J. L. Dobbins, of Georgia; Leverett Davis, of Idaho; Gordon A. DaCosta, of Illinois; Walker W. Winslow, of Indiana; Don C. Johnston, of Iowa; J. Howard Wilcox, of Kansas; W. S. Rinehart, of Kentucky; Richard G. Jones, of Louisiana; Guy P. Gannett, of Maine; Edward R. Fenimore, of Maryland; John Shennett, of Massachusetts; Ray R. Baker, of Michigan; Clayton N. Wulff, of Minnesota; J. R. Dowd, of Mississippi; L. W. Greene, of Missouri; Roy W. Milligan, of Montana; Rudy C. Mueller, of Nebraska; Eugene H. Howell, of Nevada; John F. Brown, of New Hampshire; Frank D. Carvin, of New Jersey; Lewis W. Graham, of New Mexico; Stuart C. Welch, of New York; Frank E. Dawson, of North Carolina; Irvan A. Myhra, of North Dakota; George A. Stone, of Ohio; W. H. Shockey, of Oklahoma; G. Robert Dodson, of Oregon; Phillip F. Neuweiler, of Pennsylvania; Norris W. Rakestraw, of Rhode Island; Dexter C. Martin, of South Carolina; James R. Barnett, of South Dakota; W. C. Whelen, of Tennessee; D. Harold Byrd, of Texas; Joseph D. Bergin, of Utah; William V. Mason, of Vermont; Allan C. Perkinson, of Virginia; E. R. Schiller, of Washington; Hubert H. Stark, of West Virginia; John F. Stratton, of Wisconsin; and Albert W. Dickinson, Jr., of Wyoming, and their associates and successors, are hereby incorporated and declared to be a body corporate by the name of the Civil Air Patrol (hereinafter referred to as the "corporation").

SEC. 2. The objects and purposes of the corporation shall be—

(a) To provide an organization to encourage and aid American citizens in the contribution of their efforts, services, and resources in the development of aviation and in the maintenance of air supremacy, and to en-

courage and develop by example the voluntary contribution of private citizens to the public welfare:

(b) To provide aviation education and training especially to its senior and cadet members; to encourage and foster civil aviation in local communities and to provide an organization of private citizens with adequate facilities to assist in meeting local and national emergencies.

SEC. 3. Eligibility for membership in the corporation and the rights and privileges of members shall be determined according to the constitution and bylaws of the corporation: *Provided*, That the original members shall consist of the present Civil Air Patrol membership, numbering more than 100,000 senior and cadet members.

SEC. 4. (a) The corporation shall have no power to issue capital stock or engage in business for pecuniary profit or gain, its objects and purposes being solely of a benevolent character and not for the pecuniary profit or gain of its members.

(b) The persons named in section 1, their associates, and successors are hereby authorized to complete the organization of the corporation by the selection of officers, the adoption of a constitution and bylaws, the promulgation of rules or regulations that may be necessary for the accomplishment of the purposes of this corporation, and the doing of such other acts as may be necessary for such purposes.

SEC. 5. The corporation shall have perpetual succession and power—

(a) To sue and be sued;

(b) To acquire, hold, mortgage, and dispose of such real and personal property as may be necessary for its corporate purposes;

(c) To accept gifts, legacies, and devises which will further the corporate purposes;

(d) To adopt and alter a corporate seal;

(e) To adopt and alter a constitution, bylaws, rules, and regulations, not inconsistent with law;

(f) To establish and maintain offices for the conduct of the affairs of the corporation in the District of Columbia and in the several States and Territories of the United States;

(g) To do any and all acts and things necessary and proper to carry into effect the objects and purposes of the corporation.

SEC. 6. The corporation shall have the sole and exclusive right to the name "Civil Air Patrol" and to have and to use, in carrying out its purposes, all insignia, copyrights, emblems and badges, descriptive or designating marks, and words or phrases now or heretofore used by the Civil Air Patrol in carrying out its program: *Provided, however*, That no powers or privileges herein granted shall interfere or conflict with established or vested rights.

SEC. 7. The corporation shall make and transmit to Congress each year a report of its proceedings and activities for the preceding calendar year.

SEC. 8. The right to alter, amend, or repeal this act is hereby expressly reserved.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

FEDERAL EMPLOYEES PAY RAISE BILL

Mr. SABATH, from the Committee on Rules, reported the following privileged resolution (H. Res. 576; Rept. No. 1839) which was referred to the House Calendar and ordered to be printed:

The Committee on Rules, having had under consideration House Resolution 576, reports the same to the House with the recommendation that the resolution do pass, with the following amendment:

On page 1, line 8, after the word "exceed", strike out the word "two" and insert in lieu thereof the word "three."

RATING DISABILITIES UNDER VETERANS' ADMINISTRATION

Mr. RANKIN. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the bill (H. R. 5149) to govern the effective dates of ratings and awards under the Veterans' Administration revised Schedule for Rating Disabilities, 1945, and for other purposes, and ask for its immediate consideration.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Mississippi?

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That on and after the 1st day of the month following the date of this enactment, all initial ratings in claims for disability compensation or pension and awards based thereon under Public Law 2, Seventy-third Congress, March 20, 1933, and the veterans Regulations issued pursuant thereto, as amended, shall be determined under the Veterans' Administration revised Schedule for Rating Disabilities, 1945, whether the claim covers a period before or after that date. In any case in which the revised schedule authorizes an increase in the rating previously made by a rating board of original jurisdiction under the Schedule for Rating Disabilities, 1933, such increased rating and award based thereon will be effective as of the 1st day of the month following the date of this enactment.

SEC. 2. Nothing in the revised Schedule for Rating Disabilities, 1945, shall be construed as requiring any reduction or discontinuance of compensation in cases rated and awarded under the Schedule for Disability Ratings, 1925, or as requiring denial of entitlement to any statutory award or rating, but on and after the 1st day of the month following the date of this enactment, except as to statutory awards and ratings provided under the World War Veterans' Act, 1924, as amended, as restored with limitations by the act of March 28, 1934, Public Law 141, Seventy-third Congress, as amended, awards in all cases shall be based upon the degree of disability determined in accordance with the revised schedule, 1945.

SEC. 3. The Administrator of Veterans' Affairs shall from time to time readjust the Schedule for Rating Disabilities, 1945, in accordance with experience.

With the following committee amendments:

Page 1, beginning on line 3, after the word "of", strike the remainder of line 3, strike line 4 through the word "enactment", and substitute in lieu thereof "April 1946."

Page 2, beginning on line 5, after the words "first day of", strike the remainder of line 5, strike line 6 through the word "enactment", and substitute in lieu thereof "April 1946."

Page 2, beginning on line 12, after the word "of", strike the remainder of line 12, strike line 13 through the word "enactment", and substitute in lieu thereof "April 1946."

The committee amendments were agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

Mr. RANKIN. Mr. Speaker, I ask unanimous consent that the bill may be inserted in the RECORD at this point.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

The bill is as follows:

H. R. 5149

An act to govern the effective dates of ratings and awards under the Veterans' Administration revised schedule for rating disabilities, 1945, and for other purposes

Be it enacted, etc., That on and after the 1st day of April 1946, all initial ratings in claims for disability compensation or pension and awards based thereon under Public Law 2, Seventy-third Congress, March 20, 1933, and the veterans regulations issued pursuant thereto, as amended, shall be determined under the Veterans' Administration revised schedule for rating disabilities, 1945, whether the claim covers a period before or after that date. In any case in which the revised schedule authorizes an increase in the rating previously made by a rating board of original jurisdiction under the schedule for rating disabilities, 1933, such increased rating and award based thereon will be effective as of the 1st day of April 1946.

SEC. 2. Nothing in the revised schedule for rating disabilities, 1945, shall be construed as requiring any reduction or discontinuance of compensation in cases rated and awarded under the schedule of disability ratings, 1925, or as requiring denial of entitlement to any statutory award or rating, but on and after the 1st day of April 1946, except as to statutory awards and ratings provided under the World War Veterans' Act, 1924, as amended, as restored with limitations by the act of March 28, 1934, Public Law 141, Seventy-third Congress, as amended awards in all cases shall be based upon the degree of disability determined in accordance with the revised schedule, 1945.

SEC. 3. The Administrator of Veterans' Affairs shall from time to time readjust the schedule for rating disabilities, 1945, in accordance with experience.

SPECIAL ORDER VACATED

Mr. RIZLEY. Mr. Speaker, I ask unanimous consent that the special order I have for today be vacated and that time granted me for Tuesday, a week from today.

The SPEAKER. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

EXTENSION OF REMARKS

Mr. CRAWFORD asked and was given permission to extend his remarks in the Appendix of the RECORD in two instances and include an editorial and correspondence with Government bureaus and a statement as to the time of the primary election.

Mr. HENRY asked and was given permission to extend his remarks in the Appendix of the RECORD and include the Bankers' Service Letter for February 27, 1946, on the Shawano Bank case.

Mr. EDWIN ARTHUR HALL asked and was given permission to extend his remarks in the Appendix of the RECORD and to include an editorial from the Endicott Daily Bulletin.

Mr. GILLIE asked and was given permission to extend his remarks in the Appendix of the RECORD and include an article from last Sunday's New York Times.

PRIVATE CALENDAR

The SPEAKER. This is Private Calendar day. The Clerk will call the first individual bill on the Private Calendar,

IDA F. BRAUN

The Clerk called the bill (H. R. 1782) for the relief of Ida F. Braun.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That the Secretary of the Treasury is authorized and directed to pay, out of any money in the Treasury not otherwise appropriated, to Ida F. Braun, Alice Braun Menges, and Carl J. Braun, individually and as executors of the estate of Hedwig W. Braun, deceased, and as legatees and beneficiaries of the will of Hedwig W. Braun, deceased, and as the sole parties in interest by succession under the last will and testament of Hedwig W. Braun, deceased, and under the last will and testament of Herman W. Braun, deceased, the sum of \$25,094.20 with interest thereon from November 18, 1920. Such sum represents the amount of overpayment of estate tax made on November 18, 1920, which respect to the value of certain insurance policies on the life of Herman W. Braun who died testate on May 24, 1919. A claim was filed with the Commissioner of Internal Revenue on November 10, 1925, for refund of such tax, and rejected because of the lapse of the statutory period of limitations governing the institution of such claims. Two suits were brought during 1932 and 1933 for refund of such tax but in both cases relief was denied.

With the following committee amendments:

Page 2, line 5, after the sum, strike out the balance of the line down to and including "1920" on line 6, and on line 13 strike out the period and the balance of the line 13 down to and including the word "denied." Insert the following: "Provided, That no part of the amount appropriated in this act in excess of 10 percent thereof shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000."

The committee amendments were agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

LEGAL GUARDIAN OF JAMES HAROLD NESBITT, A MINOR

The Clerk called the bill (H. R. 2843) for the relief of the legal guardian of James Harold Nesbitt, a minor.

Mr. MCGREGOR. Mr. Speaker, I ask unanimous consent that this bill be passed over without prejudice.

The SPEAKER. Is there objection to the request of the gentleman from Ohio?

There was no objection.

ESTATE OF HOWARD FRANCIS WALDRON

The Clerk called the bill (S. 976) for the relief of the estate of Howard Francis Waldron.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That the Secretary of the Treasury be, and he is hereby, authorized and directed to pay, out of any money in the Treasury not otherwise appropriated, the sum of \$5,000, to the estate of Howard Francis Waldron, of Minneapolis, Minn., in full satisfaction of all claims against the United

States for compensation for the death, on April 25, 1944, of the said Howard Francis Waldron, who was killed by the right rear wheel of a United States Government truck which began to move as he was boarding it near Cathedral Bluffs, Alaska: *Provided,* That no part of the amount appropriated in this act in excess of 10 percent thereof shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000.

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

JAMES F. DESMOND

The Clerk called the bill (S. 286) for the relief of James F. Desmond.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That the Postmaster General and the General Accounting Office are authorized and directed to credit the accounts of James F. Desmond, postmaster at Reading, Mass., in the sum of \$7,141.11, representing the net shortage which resulted from embezzlement of funds by the former assistant postmaster at the Reading, Mass., post office.

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

FRUIT GROWERS OF THE STATE OF DELAWARE

The Clerk called the bill (S. 401) for the relief of sundry fruit growers of the State of Delaware who sustained losses as the result of the fumigation of apples with methyl bromide in order to comply with the requirements of the United States Department of Agriculture relating to the Japanese beetle quarantine.

Mr. SPRINGER. Mr. Speaker, I ask unanimous consent that this bill be passed over without prejudice.

The SPEAKER pro tempore (Mr. MILLS). Is there objection to the request of the gentleman from Indiana?

There was no objection.

JAMES F. DESMOND

Mr. MCGREGOR. Mr. Speaker, I was in conference when Calendar No. 764, S. 286, for the relief of James F. Desmond was called. I ask unanimous consent to return to that bill at this time.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Ohio?

Mr. PHILBIN. Mr. Speaker, I object.

A. F. CRAWFORD

The Clerk called the bill (S. 983) for the relief of A. F. Crawford.

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That the Secretary of the Treasury is authorized and directed to pay, out of any money in the Treasury not otherwise appropriated, to A. F. Crawford, of Omaha, Nebr., the sum of \$926.12, in full satisfaction of his claim against the United States for compensation for personal injuries, expenses, and property damage sustained by

CONSIDERATION OF H. R. 5939

APRIL 2, 1946.—Referred to the House Calendar and ordered to be printed

Mr. SABATH, from the Committee on Rules, submitted the following

REPORT

[To accompany H. Res. 576]

The Committee on Rules, having had under consideration House Resolution 576, report the same to the House with the recommendation that the resolution do pass, with the following amendment:

On page 1, line 8, after the word "exceed", strike out the word "two" and insert in lieu thereof the word "three".

○

79TH CONGRESS
2D SESSION

H. RES. 576

IN THE HOUSE OF REPRESENTATIVES

APRIL 1, 1946

Mr. RANDOLPH submitted the following resolution; which was referred to the
Committee on Rules

RESOLUTION

1 *Resolved*, That upon the adoption of this resolution it
2 shall be in order to move that the House resolve itself into
3 the Committee of the Whole House on the State of the Union
4 for the consideration of the bill (H. R. 5939) to increase
5 the rates of compensation of officers and employees of the
6 Federal Government, and for other purposes. That after
7 general debate, which shall be confined to the bill and con-
8 tinue not to exceed two hours to be equally divided and
9 controlled by the chairman and ranking minority member
10 of the Committee on the Civil Service, the bill shall be read
11 for amendment under the five-minute rule. At the conclu-
12 sion of the reading of the bill for amendment, the Committee

1 shall rise and report the same to the House with such amend-
2 ments as may have been adopted, and the previous question
3 shall be considered as ordered on the bill and amendments
4 thereto to final passage without intervening motion except
5 one motion to recommit. After the passage of the bill
6 (H. R. 5939) the Committee on the Civil Service shall
7 be discharged from the further consideration of the bill
8 (S. 1415), and it shall then be in order to move to strike
9 out all after the enacting clause of said Senate bill and insert
10 in lieu thereof the provisions contained in H. R. 5939.

RESOLUTION

Providing for the consideration of the bill (H. R. 5939) to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes.

By Mr. RANDOLPH

APRIL 1, 1946

Referred to the Committee on Rules

CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
Legislative Reports and Service Section
(For Department staff only)

Issued April 4, 1946
For actions of April 3, 1946

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Farm prices.....22	Personnel.....7, 20	Under Secretary.....1

HIGHLIGHTS: Received nomination of N. E. Dodd to be Under Secretary of Agriculture. Received letter from Grange opposing minimum-wage bill and recommending amendments to tie wages to cost-of-living, to continue exemption of certain processing plants, and to authorize Secretary of Agriculture to define "area of production". Senate committee reported 2nd appropriation rescission bill. House debated Federal pay bill. Rep. Cobby introduced a revised version of his farm credit bill.

SENATE

1. **NOMINATION.** Received the nomination of N. E. Dodd to be Under Secretary of Agriculture (p. 3097).
2. **LABOR STANDARDS.** Continued debate on S. 1349, the minimum-wage bill (pp. 3066-7, 3095-7). Sen. Capper, Kans., inserted a letter from Fred Bailey, of the Grange, opposing the bill in its present form and recommending that it be amended to provide for a minimum of 55 cents an hour, to be tied to the cost-of-living index, to continue the exemption of certain processing plants, and to delegate to the Secretary of Agriculture the authority to define "area of production" (pp. 3066-7).
3. **SECOND APPROPRIATION RESCISSION BILL.** The Appropriations Committee reported with amendments this bill, H. R. 5604, which includes an item relating to emergency supplies for territories and possessions (S. Rept. 1103) (p. 3067).
4. **PRICE CONTROL.** Sen. Wherry, Nebr., criticized OPA regulations regarding clothing, farm machinery, etc. (pp. 3068-9).
5. **ST. LAWRENCE WATERWAY; ELECTRIFICATION.** Sen. Aiken inserted his correspondence with a power company favoring this project as a means of obtaining more electric power (pp. 3070-1).
6. **CLAIMS.** Received appropriation estimates for payment of various types of claims (S. Docs. 158, 159, 160, 161, and 162). To Appropriations Committee. (p. 3066.)

HOUSE

7. **FEDERAL PAY BILL.** Began debate on this bill, H. R. 5939, to provide an 18½% increase in Federal salaries (pp. 3099-3122).
During the discussion Rep. Rees, Kans., explained an amendment he intends

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to propose to provide for increases on a graduated scale (pp. 3110-1) and Rep. Jackson, Wash., explained the basis for the 18 $\frac{1}{2}$ % increase as the increased cost of living, increased wage levels in industry, and the loss of overtime pay (pp. 3111-3).

8. D. C. APPROPRIATION BILL. The Appropriations Committee reported this bill, H. R. 5990 (H. Rept. 1867) (pp. 3122, 3127).

9. FARM LABOR; PARITY PRICES. Rep. Stigler, Okla., spoke favoring the inclusion of farm labor in the parity formula (pp. 3123-5).

10. FLOOD CONTROL. Received from the War Department a supplemental appropriation estimate of \$1,610,000 for rivers and harbors (p. 3126).

11. PRICE CONTROL. Received from the National Shrimp Cannery Association a petition requesting that shrimp be eliminated from price control (p. 3127).

BILLS INTRODUCED

12. FARM CREDIT. H. R. 5991, by Rep. Cooley, N. C., to simplify and improve credit services to farmers and promote farm ownership by abolishing certain agricultural lending agencies and functions, by transferring assets to the Farmers' Home Corporation, by enlarging the powers of the Farmers' Home Corporation, by authorizing Government insurance of loans to farmers, by creating preferences for loans and insured mortgages to enable veterans to acquire farms, by providing additional specific authority and directions with respect to the liquidation of resettlement projects and rural rehabilitation projects for resettlement purposes. To Agriculture Committee. (p. 3127.)

H. R. 5992, by Rep. Kilday, Tex., to amend section 500 (d) of the Servicemen's Readjustment Act of 1944, which section provides that loans guaranteed under the Act may be made by any Federal Land Bank, national bank, private bank, building and loan association, etc. that is subject to examination and supervision by an agency of the U. S. or any State. (p. 3127.) To World War Veterans' Legislation Committee.

13. ADMINISTRATIVE PROCEDURE. H. R. 5988, by Rep. Walter, Pa., to improve the administration of justice by prescribing fair administrative procedure. To Judiciary Committee. (p. 3127.)

14. POSTAGE. H. R. 5993, by Rep. O'Brien, Mich., to provide for the extension of the air-mail postal service. To Post Office and Post Roads Committee. (p. 3127.)

15. INFLATION. H. Res. 582 and 583, by Reps. Smith, Maine, and Woodhouse, Conn., creating a select committee of the House to study and investigate the cost of living. To Rules Committee. (p. 3127.)

ITEMS IN APPENDIX

16. FOREIGN TRADE. Speech in the House by Rep. Curtis, Nebr., discussing his amendment to the Philippine trade bill to fix a minimum quota on Philippine sugar (pp. A1979-80).

17. PRICE CONTROL. Rep. Merrow, N. H., inserted an American Farm Bureau Federation resolution opposing subsidies and favoring the extension of price controls for one year (pp. A1989-90).

Rep. Keefe, Wis., inserted a constituent's article, "The Politics of OPA" (pp. A1998-9).

18. ECONOMY. Sen. McClellan, Ark., inserted Arkansas Democrat articles opposing the huge Federal Government expenditures and urging the balancing of the budget (pp. A1984-5, 1994).
19. ELECTRIFICATION. Rep. Savage, Wash., inserted R. E. McDonnell's Indiana Municipal Electric Assn. address discussing the trends toward public ownership of electric utilities (pp. A1996-8).
20. FEDERAL PAY BILL. Extension of remarks of Rep. Patterson, Calif., favoring this bill, H. R. 5939 (p. A1999).
21. SURPLUS PROPERTY. Rep. Lane, Mass., inserted a North Andover, Mass. citizens' petition urging legislative action to provide fair distribution of Government surplus property (p. A2003).
22. FARM PRICES. Rep. Henry, Wis., inserted a Dairyland News (Wis.) editorial opposing the subsidies on farm products (p. A2004).
23. RURAL TELPHONES. Extension of remarks of Rep. Hobbs, Ala., calling attention to the important advance in telephone service made by REA in cooperation with the AT&T by developing a method of rendering telephone service on light and power lines, and including an article by two engineers on the subject (pp. 1999-2000).

COMMITTEE-HEARINGS ANNOUNCEMENTS for Apr. 4: S. Finance, Philippine trade bill; S. Military Affairs, selective service extension; S. Interstate Commerce, Bulwin-kle transportation bill; S. Education and Labor, national health bill; S. Banking and Currency, housing bill (ex.); S. Atomic Energy (ex.); H. Agriculture, meat shortage (Anderson, OPA officials); H. Banking and Currency, OPA extension (ex.); H. Foreign Affairs, membership in United Nations Educational, Scientific, and Cultural Organization; H. Insular Affairs, Philippine rehabilitation (ex.); H. Irrigation and Reclamation, electric power sale; H. Judiciary, War powers extension (ex.); H. Military Affairs, selective service extension; H. Ways and Means, social security; H. Small Business, fats and oils.

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For supplemental information and copies of legislative material referred to, call Ext. 4654, or send to Room 113 Adm. Arrangements may be made to be kept advised, routinely, of developments on any particular bill.

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By unanimous consent, further proceedings under the call were dispensed with.

COMMITTEE ON BANKING AND CURRENCY

Mr. SPENCE. Mr. Speaker, I ask unanimous consent that the Committee on Banking and Currency may meet this afternoon during general debate.

The SPEAKER. Is there objection to the request of the gentleman from Kentucky?

There was no objection.

FEDERAL EMPLOYEES' PAY ACT OF 1946

Mr. SABATH. Mr. Speaker, I call up House Resolution 576 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 5939) to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes. That after general debate, which shall be confined to the bill and continue not to exceed 2 hours to be equally divided and controlled by the chairman and ranking minority member of the Committee on the Civil Service, the bill shall be read for amendment under the 5-minute rule. At the conclusion of the reading of the bill for amendment, the Committee shall rise and report the same to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit. After the passage of the bill (H. R. 5939) the Committee on the Civil Service shall be discharged from the further consideration of the bill (S. 1415), and it shall then be in order to move to strike out all after the enacting clause of said Senate bill and insert in lieu thereof the provisions contained in H. R. 5939.

With the following committee amendment:

On page 1, line 8, after the word "exceed", strike out "two" and insert "three."

The SPEAKER. The gentleman from Illinois [Mr. SABATH] is recognized.

Mr. LUDLOW. Mr. Speaker, will the gentleman yield?

Mr. SABATH. I yield.

SPECIAL ORDER GRANTED

Mr. LUDLOW. Mr. Speaker, I ask unanimous consent that, at the conclusion of the other special orders today, I may address the House for 30 minutes.

The SPEAKER. Is there objection to the request of the gentleman from Indiana?

There was no objection.

EXTENSION OF REMARKS

Mr. SUMNERS of Texas. Mr. Speaker, will the gentleman yield?

Mr. SABATH. I yield.

Mr. SUMNERS of Texas. Mr. Speaker, I ask unanimous consent that I may extend my remarks in the RECORD and incorporate as a part thereof an address recently delivered by Mrs. Wiley.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. PATTERSON. Mr. Speaker, will the gentleman yield?

Mr. SABATH. I yield.

Mr. PATTERSON. Mr. Speaker, I ask unanimous consent to extend my remarks in the RECORD.

The SPEAKER. Is there objection to the request of the gentleman from California?

There was no objection.

[The matter referred to appears in the Appendix.]

FEDERAL EMPLOYEES' PAY ACT OF 1946

Mr. SABATH. Mr. Speaker, this rule makes in order a bill which I am satisfied all the Members favor and have been interested in. Consequently, I feel the bill will be passed, as it deserves to be passed, by unanimous vote of the House.

The rule provides for 3 hours' general debate, after which the bill will be read for amendment under the 5-minute rule.

I wish to say to some of the Members that I am not responsible for bringing you all down here on this quorum roll call, but my colleague felt you should not be deprived of the pleasure of listening to what I have to say today. I will not say a great deal, and I hope I will not offend anybody because it is never my intention to do that. However, here and there words will come out that may not be most pleasant to everyone. You know we cannot please everybody.

Mr. Speaker, on yesterday we passed a bill which provided an increase of \$400 a year to the deserving post office employees. The bill before us today provides an increase of 18.5 percent in long delayed increased compensation for the Government employees. There may be some who will feel that these men will not know what to do with these increases, but in view of the continuous increase in the cost of living, notwithstanding the aims and efforts on the part of the OPA, I feel those men will not worry too much as to how to invest the balance of their increased pay, especially those in the lower brackets, in whom I am most interested.

The request for the rule, as I understand, was unanimous on the part of the committee, and the Rules Committee unanimously reported this rule. I am satisfied, therefore, notwithstanding the fact that I later will yield 30 minutes to the gentleman from Indiana [Mr. HALLECK], that all of the time provided for under the rules of the House and in the rule for general debate will not be used, and that sufficient time will be left to those who desire to offer amendments, notwithstanding the fact they have approved and urged that the rule be granted.

I do not want to say anything today that may in any way be construed as political, but I cannot resist saying that I know that a majority of the Members are in favor of the general principle of this legislation the same as on yesterday when they voted favorably for the increase for postal employees. I hope that in the future we will all join for legislation in the interest of the wage earners, particularly those of small earnings. Notwithstanding the great prosperity we now enjoy and have enjoyed for the last 6, 8, or 10 years we have in this country

close to 20,000,000 so-called white-collar workers who are not Government employees. They too must eat, they too must pay the ever-increasing costs of living. I wish it might be possible in the near future, Mr. Speaker, to pass legislation to bring about increases in pay to those underpaid nearly 20,000,000 wage earners; most of whom receive less than \$1,300 a year, and to those whose income is even below that, the many who live on pensions, annuities, and allowances, or on their small incomes from their savings, namely, the aged people of this country. In view of the fact we are in such good humor today I hope we will continue to be mindful of the needs of those people. Efforts are being made on the other side of the Capitol, of course, to do something about it, and I hope that the effort will meet with success and that when it comes to this House we also will again show our desire to be of service to these most deserving and needy people of our Nation.

With this I conclude, without making the comments I originally intended to make, because I do not want to mar today's proceedings. Mr. Speaker, I reserve the balance of my time and yield now to my genial friend, the gentleman from Indiana [Mr. HALLECK], 30 minutes.

(Mr. SABATH asked and was given permission to revise and extend his remarks.)

Mr. HALLECK. Mr. Speaker, before the Rules Committee there was no opposition to this rule. There is a difference of opinion as to just what the bill should be finally, but apparently the general opinion is that the matter should be decided and determined by the House.

There are no requests for time on this side on the rule, so I yield back the balance of my 30 minutes.

Mr. SABATH. Mr. Speaker, I yield such time as he may desire to the gentleman from Massachusetts [Mr. LANE].

Mr. LANE. Mr. Speaker, I ask unanimous consent to extend my remarks at this point in the RECORD.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

Mr. LANE. Mr. Speaker, three facts rise clearly and forcibly from the testimony and hearings on H. R. 5393, the bill now under discussion, and these three clearly perceptible and undeniable facts point unanimously and demandingly toward one general conclusion, that there must be, immediately, an increase in the rates of compensation of officers and employees of the Federal Government on all levels. The conflicting opinions and the counterproposals which dash confusedly around this bill, as against the rocks of definite proposals of any proposed law, cannot conceal three facts from standing clearly in view.

First and fundamentally the rate of compensation for Government employees has fallen far behind or below the increased rates for all industries in the Nation. It is significant to note here that even with the granting of the proposed increase of 18½ percent the Federal Government will still lag behind private industry in enabling its employers to meet the demands of an increased cost of liv-

ing, or the continued devaluation of the dollars they are paid with. It is reported that attempts will be made to pare down the percentage of salary increase below the 18½ percent recommended by the committee, which in itself is a reduction from the 20 percent minimum recommended by the Federal agencies and the rates up to 30 percent recommended by the various associations of Federal employees. Such attempts must be regarded either as penurious or merely indicative of a formula of reaction, a scissor-clipping mentality which is set at 20 percent and would probably be satisfied only with a 40-percent increase if the committee had recommended 50 percent. I believe that we must guard against this automatic reaction and stand firmly for the minimum recommended by the committee.

The second clear fact is that the Government service seems to tie its faithful workers to a mode of living which at its best can only be termed a shabby gentility, and at its worst denies its people of what we regard as a basic right, freedom from fear. The lower scales of Government employ are the fermenters of a fear which is a product of constant, present worry and little hope ahead. We cannot continue to permit Federal workers from pay check to pay check, guarding money assiduously, spending carefully, but ever seeing their dollars more speedily consumed by the voracious bite of higher costs. This is particularly true of families with children and hoping for children. The testimony presented in the committee hearings giving itemized budgets and numerous case examples force us to remember that the bitter struggle for a living wage never ceases. It is not only futile, but false, for us to be proud, "reasonably proud" it is said, of the highest standard of living in the world when so many of our people, including many of our Government's own employees, can share but little, cannot march under that high standard. We seem to forget that the high standard to which we point with pride also drags in the dirt. We should not permit the border-line living of our Federal workers to continue; and we must rescue our skilled, trained, and expert workers from what is termed shabby gentility which denies them the life they want to live or drives them into private employment.

This brings me to the third fact made manifest, that it is imperative that we grant salary increases in order to limit the egress of capable, trained, and accomplished personnel from the Federal service to private industry. The growth of the Nation and the increased responsibilities and services of the Government have fortunately been paralleled by a growth in desire and devotion for Government work among our people and more and more our youth is studying and training with a view toward public service. There are interesting and, in fact, inspiring reasons for this growth must it be apparent that recompense is not among them. We cannot deny that equal ability and talent are far more adequately rewarded in private industry. It is clearly indicated that the desire to serve the country directly; yes, a patriotic fervor, even if the word is disclaimed,

and a fascination in the workings of Government attracts talent and ability on all levels. This should be encouraged. We want such spirited workers, we need people cognizant of the public interest. But the fervor, heightened and nourished by the desire to serve during the war, to sacrifice, and to share the energies, has diminished and cannot be long expected when the diet must also include considerable financial sacrifice.

For these reasons, therefore, which I state, and for numerous other, which are equally valid, I recommend and urge that this House assert itself strongly in favor of H. R. 5939 as reported. As I have said, I favor a greater increase, but I defer to the opinion of the committee in order to insure that by the strength of unity, no further reductions be made.

Mr. SABATH. Mr. Speaker, I move the previous question on the resolution.

The previous question was ordered.

The SPEAKER. The question is on the committee amendment to the resolution.

The committee amendment was agreed to.

The SPEAKER. The question is on the resolution, as amended.

The resolution as amended was agreed to.

Mr. RANDOLPH. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 5939) to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H. R. 5939, with Mr. COOPER in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

Mr. RANDOLPH. Mr. Chairman, I yield myself 10 minutes.

Mr. Chairman, in prefacing my remarks on the subject matter of the pending legislation, I shall say to my colleagues that it is my considered opinion that one of the real problems facing the Congress of the United States and citizens generally is the establishment of the fact, if it needs to be further established, that it is absolutely imperative that we operate the Federal structure with just as few employees as possible.

I continually hear the charge made that the employees of the Federal Government are not capable and are not conscientious in the discharge of their duties. I brand that statement or statements as absolutely untrue. I believe that as a whole their loyalty and their ability to do a job is inherent and is practiced by the employees of the Federal Government. That does not mean that I do not go back to my earlier proposition that we need to operate the Federal Government with just as few workers on the Federal pay roll as are absolutely necessary. As chairman of your Committee on the Civil Service, and my colleagues who are on that committee, I desire to use our efforts and join with yours in bringing about a condition more

wholesome to the operation of our Federal Government in the period of peace than we have had under the ballooning of war, and for other reasons. I would be less than perfectly frank if I did not preface my remarks upon the necessity for this legislation by stating to you my exact feeling about the absolute imperative of operating the Government agencies at the utmost efficiency with a minimum of employees, and that job rests with the Congress of the United States and with the administration. We must bring here the proposals for the reorganization of the Federal Government and do away with costly overlappings and duplications. I trust, now that the Congress has given to the President not only the right but the responsibility of making these proposals, that they will come in an orderly, and I trust, expeditious manner, to the Congress of the United States. We as citizens of the United States must make a determined and a sincere effort to reduce the number of employees, commensurate with the job of good government.

The Committee on the Civil Service reported to you today, as part of the House of Representatives, a proposed salary bill which, in the opinion of many competent observers is one of the most progressive measures affecting Federal employees on which this body has been called upon to pass. I concur in these observations for two reasons: The first reason is that the legislation will provide most of the salaried employees of the executive branch of the Government as well as many of the salaried employees in the legislative and judicial branches of the Government with that necessary increase, I believe, of 18½ percent in their basic rates of compensation. This proposed increase in base rates of pay should be approved by this House in the interest of fair play; nothing more, nothing less, as far as the Federal employees are concerned, and also in the interest of attracting and holding in the service of our Government the best qualified and available personnel. It is a fair act to do, because the Federal workers, like all other employees, need this increase in order to offset the rise in cost of living between January 1941, and the present time.

I turn aside at this moment to say that I personally have been amazed, regardless of the ceilings of OPA or any other method by which we keep down the cost of living—I have been amazed, I say, to know the cost of the food bill at the household of which I am a member. With growing sons, it is something to cause even a person receiving a so-called higher salary to wonder just how long he can keep within the budget when we consider the cost of living in its over-all phases: clothing, food, shelter, and so forth.

In 1942 the Congress approved an increase in the compensation of the workers in a few of the lower grades. This had the effect of increasing the average pay of the salaried Federal employees in the executive branch by a little over 1 percent. Last year the Congress approved an average increase in base rates of pay of 15.9 percent. I call your attention to the fact that up to the present time the salaried Federal workers

have received an increase since January 1941 of only 17 percent.

I think it is admitted and all authorities agree that the cost of living has increased since January 1941 by at least 35 percent. I have earlier given you my own personal experience, which would indicate that perhaps this figure is too conservative. It can be seen, therefore, that, at the present, the salaried Federal employees, in terms of what their dollars can and do purchase, are actually receiving less pay now than they did in January 1941.

If the Congress approves the recommendation of your Committee on the Civil Service and increases these present rates of pay by 18.5 percent, it means that since January of 1941 the salaried workers of the Federal Government will have received increases totaling 38.6 percent.

As we have already noted, 33 percentage points of this increase is needed in order to offset increases in the cost of living. This leaves an increase of only 5.6 percent to offset the losses in take-home pay occasioned by the reduction of the workweek in the Federal Government from 48 to 40 hours immediately after VJ-day.

The CHAIRMAN. The time of the gentleman from West Virginia has expired.

Mr. RANDOLPH. Mr. Chairman, I yield myself five additional minutes.

In many instances, loss of overtime resulted in a decrease of 30 percent in the take-home pay of the salaried Federal employees.

It should be kept clearly in the minds of all of us that most of the wage settlements in the industrial field are being superimposed on wages which had already been adjusted to take care of the cost of living. In other words, in most instances we could and should compare the 5.6 percent increase provided for in this bill, over and above the 33 percent increase needed to take care of the rise in the cost of living, with the increases of from 15 to 18 percent which are being granted to industrial workers.

Thus, it can be seen that the percentage increase provided for in this measure is, when compared with the industrial picture, a conservative proposal and, because it is conservative, but more because it is right, it is the type of proposal that we cannot afford in justice to turn down.

If the United States Government as an employer should say to its employees, "We will not even attempt to adjust your salaries in order to offset the rise in the cost of living, and we will not make any effort at all to offset your loss in take-home pay as a result of the reduction in hours of work," then the United States Government as an employer would lose some of its most competent and some of its most valued employees. In fairness to these employees and their families, they could not afford to remain.

The second factor about this bill which makes it a progressive proposal in the field of salary administration is the decision on the part of your House Civil Service Committee to report a measure which provides for the same percentage increase for all salaried employees.

Your committee believes, however, that the time has definitely arrived when we should not do anything to accentuate this discrimination. It is incumbent on the Congress to do all within its power to attract and to hold in the Federal service the best qualified and available persons that can be found in the middle and upper brackets, as well as in the lower brackets. We must have competent supervisors and administrators in the departments and agencies if the executive branch is to discharge the tremendous responsibilities which we, the Congress of the United States, are placing on that branch. We must have the best supervisors and administrators that we can possibly attract and hold, if we are to achieve the goals of economy and sound management in which all of us are vitally interested. Scientists and research personnel are also included in the group of key workers so vital to our national security.

When we passed the Federal Employees Pay Act of 1945, we adopted a sliding-scale formula which resulted in the lower-bracket employees receiving a larger percentage increase than those in the middle and upper brackets. In my judgment, that action was necessary in order for that pay act to conform to the stabilization policy that was then in effect.

In reporting the Federal Employees Pay Act of 1945, however, the House Civil Service Committee stated that, in its judgment, this sliding-scale formula resulted in discrimination against those in the middle and upper brackets. The committee stated that at the earliest possible time this discrimination should be eliminated. That promise made then is being kept in the provision provided for in the bill before you today.

The bill which is now before us does not, of course, completely eliminate the discrimination because it proposes to place the 18½-percent increase on top of the increases granted in the Federal Employees Pay Act of 1945. Consequently, even though this percentage increase is granted, it will still be true that those in the lower brackets will have received larger percentage increases in pay since January 1941 than will have been received by those in the middle and upper brackets.

Later in the debate, the distinguished and able chairman of our subcommittee, the gentleman from Washington [Mr. JACKSON] will go into that matter to the satisfaction and certainly for the necessary information of the Members of the House.

Mr. DONDERO. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I am delighted to yield to my friend, the gentleman from Michigan.

Mr. DONDERO. What does it mean to the clerks of the Members of the House? What does it mean to the clerks who receive \$2,500, \$3,000, and up to \$4,000 annually, insofar as an increase in pay is concerned under this bill?

Mr. RANDOLPH. Our employees, the secretaries, and clerks of the legislative branch of the Government, will receive

the 18½ percent provided for all Federal employees.

They will also receive the 10 percent in lieu of overtime because we know that our secretaries and clerks are working on Saturdays. In fact, they are working all around the clock almost every day of the week, whereas in the Federal structure we have the 5-day week now in effect. We give them the 10 percent in lieu of overtime plus the 18½ percent.

Mr. MASON. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield to my friend, the gentleman from Illinois.

Mr. MASON. The gentleman has mentioned 10 percent in lieu of overtime which they are now getting and an 18½ percent increase. Is that on the basis of their basic pay?

Mr. RANDOLPH. Yes.

Mr. MASON. They are getting two or three things now which we do not understand and which we cannot total. I would like to know if this 18½ percent is on the basic pay as provided in their basic pay act.

Mr. RANDOLPH. I yield to the chairman of the subcommittee, the gentleman from Washington [Mr. JACKSON] in connection with that observation.

Mr. JACKSON. If the gentleman from Illinois will refer to the report on the bill, starting on page 19 and also on page 20, he will get a complete picture.

Mr. MASON. I thank the gentleman.

Mr. DONDERO. What would this bill mean to the secretary of a Member of Congress who is now receiving \$3,000 annually?

Mr. JACKSON. Does the gentleman mean a secretary who was appointed at \$3,000 per annum?

Mr. DONDERO. Yes.

Mr. JACKSON. He is getting more than \$3,000 annually at the present time, as you know. He gets \$3,000 plus 20 percent on the first \$1,200 and 10 percent on \$1,200 to \$3,000 together with 10 percent in lieu of overtime up to \$2,900. If the gentleman will look at page 20 of the report, he will find that information in detail.

Mr. DONDERO. I have the report and have looked at it.

Mr. JACKSON. A secretary appointed at \$3,000 now gets \$3,710 including overtime pay.

Mr. DONDERO. According to the table he would get \$4,457.

The CHAIRMAN. The time of the gentleman from West Virginia has expired.

Mr. RANDOLPH. Mr. Chairman, I yield myself three additional minutes.

Mr. JACKSON. He gets \$3,710 now. Under the proposed bill he will get \$4,457.97.

Mr. RANDOLPH. That is correct.

Mr. JACKSON. The same adjustment applies to the executive branch of the Government, except that there is an allowance of 10 percent in lieu of overtime, because the legislative employees work on Saturdays.

Mr. MASON. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield.

Mr. MASON. I find in this table that a Congressman's private secretary, ap-

pointed at a basic salary of \$5,000, which is the limit at which they can be appointed, who is now receiving under all these increments that have been awarded, \$5,890, will receive under the proposed bill \$7,299.

Mr. JACKSON. That is correct.

Mr. MASON. It seems to me that is probably not showing very good discretion, because as one of the Congressmen said this morning, he would have to divorce his wife and marry his secretary in order to make ends meet.

Mr. JACKSON. Of course, the Members control their own salaries, and they can set it at any amount they so desire up to \$5,000.

Mr. MASON. The Member does not today control the salaries. If a Member appoints his secretary at \$5,000, then all these increments, over which he has no control, must come in.

Mr. JACKSON. You can lower your appointing salary to \$4,000 or \$3,000, or any amount less than \$5,000. The gentleman has that right.

Mr. MAY. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield.

Mr. MAY. What it amounts to is an additional increase in salary of \$747.97?

Mr. JACKSON. If the Member desires to put it into effect. Yes.

Mr. RANDOLPH. With reference to the observation made by the gentleman from Illinois [Mr. MASON] I desire to pay public testimony in this House and to those who read the CONGRESSIONAL RECORD, to the secretaries of the Members of Congress of the United States, and to the clerks of the committees who serve in both the Senate and the House.

The CHAIRMAN. The time of the gentleman from West Virginia has again expired.

Mr. RANDOLPH. Mr. Chairman, I yield myself three additional minutes.

There is no Member here, no matter how many hours he works in the day, who could accomplish for his congressional district and his Nation what he believes should be accomplished without the sincere and intelligent help of the staff which is there almost around the clock, day in and day out, and late in each evening. I pay tribute to those people, and I trust the House will give them the deserved rate of pay for the jobs which they are doing.

Mr. BRADLEY of Michigan. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield.

Mr. BRADLEY of Michigan. I want to join the gentleman in his tribute not only to our office staff but also to all of the Capitol employees on the Hill.

The fact remains that the total appropriation for the entire legislative branch last year was a little under \$51,000,000, which is only 39¼ cents for every man, woman, and child in this country to run the entire establishment, including our own salaries and expense accounts. But I wish to add to the remarks of the gentleman from Illinois. I want to know when this Congress is going to have the courage to do something about doubling its own salaries so we can afford to live in Washington and do the job we are supposed to do for our constituents.

Mr. RANKIN. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield.

Mr. RANKIN. I raised this question yesterday before the Rules Committee. I should like to know if this bill covers the medical officers, dentists, and nurses in the Veterans' Administration. They have been transferred out of civil service, and I wish to know if this bill covers them.

Mr. RANDOLPH. The gentleman from Washington [Mr. JACKSON] will recall that yesterday, in the Rules Committee, the gentleman from Mississippi raised the point to which he is now referring, and the gentleman from Washington was to examine into that specifically to see if they were covered by the bill or if an amendment should be offered.

Mr. JACKSON. That is correct, Mr. Chairman. Under section 4 of the bill employees in the Veterans' Administration to whom the gentleman has made reference, namely, the medical officers, dentists, and nurses of the Veterans' Administration are included in this bill. The report, on page 2, subsection 2 (c), makes specific reference to these employees.

Mr. RANKIN. They are not specifically mentioned in section 4.

Mr. JACKSON. The reason for that, I may say to the gentleman from Mississippi, is purely one of drafting. To do otherwise would have required a listing of the agencies concerned. The agencies that are directly affected by section 4 are set out on page 2 of the report.

I wish to assure the gentleman from Mississippi that they are definitely included under the terms and provisions of this bill.

Mr. RANKIN. I thank the gentleman from Washington [Mr. JACKSON] and also the gentleman from West Virginia [Mr. RANDOLPH].

Mr. RANDOLPH. We certainly do not want to fail to cover these people.

Mr. RANKIN. That is what I was interested in. I was interested in seeing that these medical men, dentists, and nurses in the Veterans' Administration were not left out.

Mr. WHITE. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield.

Mr. WHITE. I make my apologies for not being present during the gentleman's discussion of what secretarial help gets. Would the gentleman state how the secretarial allowance for Congressmen is affected?

Mr. RANDOLPH. The Congressmen's secretarial help will receive 18.5 percent raise in base pay and 10 percent in lieu of overtime.

Miss SUMNER of Illinois. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield.

Miss SUMNER of Illinois. Every allusion to action on this bill refers to unanimous consent. Is there no opposition to this bill? It sounds outrageous to me.

Mr. RANDOLPH. I am aware the gentlewoman is opposed to the proposal and that surely means there is vehement and vigorous opposition to the bill.

Miss SUMNER of Illinois. Is there no committee opposition to it?

Mr. RANDOLPH. I believe the gentleman from Kansas [Mr. REES] will present his opposition, and perhaps there may be others. We have brought a bill here under conditions which gives every Member an opportunity to express his or her views. It is brought in under an open rule. It is the desire of the chairman to have the measure debated fully and each and every Member given the opportunity to be either for or against its provisions.

Miss SUMNER of Illinois. Its being reported unanimously worries me.

Mr. HINSHAW. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield.

Mr. HINSHAW. Do I understand that in totaling up the allocations of a Member's secretarial allowance, following the Committee on Accounts' provisions for secretarial allowance, that we use the figure contained in the left-hand column of page 20, and that the changes effected by this bill are shown in the column on the right-hand side? That right-hand column shows what they would actually get under this bill.

Mr. RANDOLPH. What they are getting as of today—

Mr. HINSHAW. That is the column on the left. That is the figure allowed by the Committee on Accounts.

Mr. RANDOLPH. That is correct, \$5,000.

Mr. HINSHAW. What they actually get is the figure on the right-hand side of the page.

Mr. RANDOLPH. That is the gross salary; that is correct.

Mr. HINSHAW. So the figures set forth by the Committee on Accounts are now going to be clear out of line with what the actual salaries paid will be, so we have a little complicated figuring to do here.

Mr. VORYS of Ohio. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield to the gentleman from Ohio.

Mr. VORYS of Ohio. I have heard it said many times that due to the fact that the 12,000,000 of the finest in our country were in the armed services and that many of those who stayed at home were attracted to war work it resulted in the Federal Government during the war having to take third choice, as it were, in securing its help. Has the committee investigated into that situation and is there anything in this legislation that would make it easier for the Government to get rid of the third class kind of help it had to take during the war and replace it with competent help?

Mr. RANDOLPH. The bill simply goes to the matter of pay, but the gentleman raises a point certainly which your committee has been studying and will continue to check. I join with him, as I said earlier in my presentation, and I expect the greatest challenge from the Members of Congress and the administration. We ought to operate with the maximum of efficiency our governmental structure with the minimum of employees. We should direct our attention to the subject. We have had a ballooning of Government during the war but

I, as one individual Member of Congress, want to see the number of employees reduced as quickly as possible commensurate with the job to be done. I believe we are reducing too slowly. I join with the gentleman on that point.

Mr. DONDERO. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield to the gentleman from Michigan.

Mr. DONDERO. I want to join the distinguished gentleman from West Virginia in what he said about the secretaries to Members of Congress. I would like to ask a question. Suppose that a secretary in the gentleman's office is today receiving \$5,000 a year. That is the total salary. Are we to assume that that secretary will receive an 18½ percent increase on the \$5,000 plus 10 percent?

Mr. RANDOLPH. That is correct. We have lifted the \$2,900 ceiling.

Mr. MAY. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield to the gentleman from Kentucky.

The CHAIRMAN. The time of the gentleman from West Virginia has again expired.

Mr. RANDOLPH. Mr. Chairman, I yield myself an additional 4 minutes.

Mr. MAY. I would like to ask the gentleman this question because the same problem is before my committee now in its relation to the armed forces. There is a proposal pending there to raise their pay straight across the board 20 percent. That would mean that an enlisted man who is on a \$50 salary would get a \$10 raise. A major general on an \$8,000 salary would get a \$1,600 raise. Have you considered a graduation of these raises so as to make it 20 percent on the low grades and 5 percent on the upper grades?

Mr. RANDOLPH. I stated previously in my remarks that in the earlier pay-raise bills we have accentuated the increases in the lower brackets. In this instance we felt it was only just to the middle and upper brackets to make the pay increase across the board. We know that the man who receives a larger salary is in most instances a man who has assumed family responsibilities, he is attempting to purchase a home, he has increased costs all along the line, which are not inherent in a single individual receiving perhaps a lower salary in the Government structure.

In this connection, I desire to direct attention to the Members of the House that this bill does not provide for a salary ceiling of \$10,000. It provides that those in the top positions of the Federal service are to receive the same percentage increase as those in the middle and lower brackets. In my judgment, this is likewise a sound recommendation.

The House Civil Service Committee received testimony from witness after witness in the administrative, professional, and scientific fields stating that the Government was in danger of losing its most competent administrators and scientists unless it made some move in the direction of providing them with increased compensation. Many of these men and women see the opportunity for service

that is presented to them by the Government. They desire to stay in the Government. But, when there is such a wide gap between what the Government pays and what private industry is willing to offer, there are times when, in fairness to themselves and to their families, they feel they cannot continue to stay.

Of course, I do not maintain that the Government can compete dollar for dollar with private industry as far as the services of such men and women are concerned. But it can say to these men and women, "We are willing to partially close the wide gap that now exists, and we are trying to make sure that you are not called upon to make unnecessary sacrifices."

If the Government will say this much to these men and women, it will hold them. What is more, it will attract to its service men and women who will be able to give the kind of administrative and scientific leadership that this Nation desperately needs.

We will never attract and hold first-class men and women by paying second-class salaries.

These are the principal reasons why I urge, on behalf of the Civil Service Committee, the approval of this proposed legislation. The gentleman from Washington [Mr. JACKSON] served as chairman of the subcommittee which held hearings on this bill. He will give you in more detail the reasons back of the decisions which have been made, and he will likewise explain other sections of the proposal.

Mr. SMITH of Ohio. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield to the gentleman from Ohio.

Mr. SMITH of Ohio. Does not the gentleman think it would be more in keeping with good statesmanship if the Congress would first reduce the Federal pay roll to a point where it is reasonable before it enters into this question of granting increases in salaries? The reason I ask that question is because if we increase these salaries at the present time it is going to entrench this bureaucracy all the more; it is going to add to the premium on Government employment over private employment, and thus make it all the more difficult for us to accomplish the purpose of reducing the Federal pay roll.

Mr. RANDOLPH. I should like to say to the gentleman from Ohio [Mr. SMITH] that two challenges are presented. The one challenge which we today as a committee are attempting to meet is that we should pay a just wage to those who are employed in the Federal Government. The other challenge which the gentleman presents is that we reduce the number of Federal employees before we give consideration to the salary matter. I do not believe that I should for a single moment predicate my vote and my effort in behalf of giving a fair rate of pay to the man or woman who is employed upon whether he should or should not be working in the Federal structure.

Mr. REES of Kansas. Mr. Chairman, I yield such time as she may desire to the gentlewoman from Ohio [Mrs. BOLTON].

(Mrs. BOLTON asked and was given permission to revise and extend her remarks.)

[Mrs. BOLTON addressed the Committee. Her remarks will appear hereafter in the Appendix.]

Mr. REES of Kansas. Mr. Chairman, I yield 5 minutes to the gentleman from Massachusetts [Mr. HERTER].

Mr. HERTER. Mr. Chairman, in the bill that is now before us there are three very controversial questions that are raised, and I am going to address myself to those three controversial questions in the few minutes that have been allotted to me. However, before speaking of those I want to call attention to two very important matters of fact which I think have a direct bearing on this bill. The first is that this bill does not in any way affect the hundreds of thousands of Government employees whose salaries are fixed by so-called wage boards. Those employees, since 1941 to date, have received wage increases amounting to roughly 54 percent.

Mr. JOHNSON of California. Mr. Chairman, will the gentleman yield?

Mr. HERTER. I yield to the gentleman from California.

Mr. JOHNSON of California. Does that include the employees in the navy yards and arsenals?

Mr. HERTER. That is correct. They have received, to date, increases roughly of 54 percent since 1941.

Mr. SMITH of Ohio. Mr. Chairman, if the gentleman will yield further, does he know the average annual rate of pay of those particular employees?

Mr. HERTER. No; I cannot give the gentleman the average annual rate. As a matter of fact, it varies in different sections of the country because those wage-board scales try to conform to the existing wage scales for similar private work in the same locality.

Mr. BRADLEY of Michigan. Mr. Chairman, will the gentleman yield?

Mr. HERTER. I yield to the gentleman from Michigan.

Mr. BRADLEY of Michigan. I am very much concerned about the wages received by the employees of the United States Army Engineers Corps on the operation of the locks at Sault Ste. Marie, Mich., in my district. Some of those are classified civil service workers and some are in the unclassified status. Can the gentleman tell me whether this bill takes care of both of those classifications?

Mr. HERTER. I would have to look up that particular classification. I am afraid I cannot tell the gentleman as to that. This covers all the classified employees. It covers some groups of unclassified employees, but whether it includes these Army engineers or not I cannot tell. However, I shall be very glad to look it up and advise the gentleman.

Mr. JACKSON. I might say to the gentleman that the civilian workers in the Army Engineers Service are under the Classification Act and, therefore, would be included under the provisions of this bill.

Mr. BRADLEY of Michigan. I understand that on the Soo Locks at Sault Ste.

Marie, Mich., there are some unclassified employees.

Mr. JACKSON. Are they per annum or per hour employees?

Mr. BRADLEY of Michigan. I think they are in both categories.

Mr. JACKSON. The per hour employees are paid by the Wage Board, and they had an adjustment yesterday, but the per annum employees would be included.

Mr. BRADLEY of Michigan. I thank the gentleman.

Mr. HERTER. The first point I want to emphasize is the 54-percent increase that has been given to the so-called blue-collar workers throughout the Government.

The second point is that this bill involves a very large sum of money, close to half a billion dollars. There was a very strong feeling in the committee that accompanying this bill there should be provisions for a marked reduction in the civilian personnel employed by the Government. However, that correction was entirely outside of the purview of the Committee on the Civil Service. For one, I should like to emphasize just as strongly as I know how that I hope the Committee on Appropriations, which is the committee charged with the responsibility of reducing the number of civilian employees in the Government service, will make cuts more than sufficient to offset the increases that are provided for in this bill.

Mr. AUGUST H. ANDRESEN. Mr. Chairman, will the gentleman yield?

Mr. HERTER. I yield to the gentleman from Minnesota.

Mr. AUGUST H. ANDRESEN. I want to comment for a moment, if I may, on what the gentleman has said. When the President announced an 18-percent wage increase for industry he said the increases could be put into operation if no prices were increased. Is there any way that we can absorb these costs without increasing appropriations, unless personnel is cut?

Mr. HERTER. The only way it can be done is by reducing the number of personnel.

The CHAIRMAN. The time of the gentleman from Massachusetts has expired.

Mr. REES of Kansas. Mr. Chairman, I yield three additional minutes to the gentleman from Massachusetts.

Mr. HERTER. I now come to the three controversial features of this bill. First of all, the question of a fixed across-the-board increase rather than a sliding-scale increase. It seems to me that to consider this bill intelligently it must be taken in conjunction with the pay bill of last July, which fixed the increases for the classified services on a sliding-scale basis of 20 percent for the first \$1,200, 10 percent up to \$4,600, and 5 percent thereafter. It was a sharp sliding-scale pay increase. Later your committee had before it the Senate proposal for a further sliding-scale increase, the result of which led, to my mind, to this very unfortunate conclusion, that in the lower brackets we would be increasing the pay roughly 42 to 43 percent and in the top bracket would be increasing the pay roughly 9 percent.

I say "unfortunate" for this reason: Every evidence that your committee had, submitted by the Bureau of Labor Statistics and confirmed by the witnesses who appeared before the committee, was that in the lower brackets the Government today, particularly if an increase such as that which is here proposed should go through, is paying wages that compare extremely favorably with similar wages paid in industry; in fact, they are somewhat above the comparable wages paid in industry. When you get into the higher brackets, on the other hand, the wages paid by the Government do not compare at all favorably with the wages paid in private industry, and it is in the higher brackets that today, while there are only a very few individuals involved, the most serious losses are taking place in our Government service. It was because of those arguments which were advanced before the committee that the straight-across-the-board increase was proposed.

The second question is what should the percentage increase be? That is very definitely a controversial question. The only guide that your committee had to work on was a guide based on the increased cost of living. The pay raise that was granted last July was an effort to meet in part the transition from the 48-hour week to the 40-hour week. Actually, today the take-home pay of the Federal employees in the classified service is, on the whole, smaller than it was before last July. This increase was intended to as nearly as possible meet the 33 percent which is the figure that has been officially used in the increase in the cost of living. This particular figure of 18½ percent does not quite do that. Again, you have to lump this figure with the increase that was given on July 1, 1945.

The CHAIRMAN. The time of the gentleman from Massachusetts has expired.

Mr. REES of Kansas. I yield three additional minutes to the gentleman from Massachusetts.

Mr. HERTER. If you lump those two together, you will find in the lower brackets the percentage increase is more than the increase in the cost of living; but even with this figure which appears in this bill today, in the higher brackets it is below the increase in the cost of living, that being due to the fact of the sharp gradation that appeared in the last pay-increase bill.

The third controversial question, a very controversial question, is whether or not the Congress should maintain the position that no one in the classified service or in the Government outside of a very few positions is worth more than \$10,000 a year. If we maintain that position and give the pay increases that are provided in this bill, you are going to find some absurdities appearing in our Government. You are going to find, for instance, that the head of the Bureau of Reclamation or that the head of the Bureau of Standards is being paid approximately the same as some four or five grades of subordinate engineers and scientists who are working beneath him. In other words, we have compacted four or five different grade classifications into

the \$10,000 a year level. No one wants to increase salaries merely for the sake of increasing salaries and spending more Government money, but to my mind the numbers that are involved in this increase over the \$10,000 is very small. Some 1,500 people are involved in the entire Federal Government, representing one-tenth of 1 percent of those on the pay roll. They have had no increases whatsoever since their statutory salary was fixed. They are in exactly the same position as Members of Congress and of the judiciary, who are left out of this bill because there were pending before the Congress two special bills to take care of their individual needs. I believe the most important contribution that can be made is to recognize that in the higher brackets, if we are going to keep better scientific and technical men in the Government, we have to make some allowance for the increase in the cost of living which they are suffering just as much as any other employee in the Government. For that reason, as a member of the minority, I am going along with this report.

Mr. REES of Kansas. Mr. Chairman, I yield 5 minutes to the gentleman from New York [Mr. BENNET].

(Mr. BENNET of New York asked and was given permission to revise and extend his remarks.)

Mr. BENNET of New York. Mr. Chairman, for a long time I have been interested in civil-service problems and my appointment to the Civil Service Committee of this House has enabled me to continue my studies under favorable circumstances. I hope that something which I may say in the next few minutes will be helpful to the Members in considering this proposed legislation.

It is not so long since job seekers used to camp on the White House lawn after the inauguration of a new President, and it was only when one of our Presidents was assassinated by a disappointed job seeker when civil service, as we know it today, was finally established on a firm foundation.

Only a few years ago we ran this Nation with less than 500,000 employees and as recently as December 31, 1939, we still had only 900,000 even after the creation of innumerable new Federal agencies under the Roosevelt administration.

The Federal services mushroomed inevitably during the war years and on August 1, 1945, there were close to 3,000,000 people working for Uncle Sam.

It is estimated that on June 30, 1947, 1,710,167 persons will still be on the Federal pay roll, or an increase of over 767,000 individuals as compared with 1939. These figures should be borne in mind as we discuss the pay-roll problem.

Two hundred and eighty-one pages of testimony were taken during the hearings on the pending bill and the testimony is replete with figures showing the increase in the cost of living between January 1, 1941, and February 1, 1946. It seems to be agreed that this increase has totaled approximately 34 percent.

The bill which we are offering to you adequately protects the civil-service employee against the difficulties caused by the increase in the cost of living. In fact, in most of the brackets the proposed

increase is more than ample to offset the greater living expenses. I earnestly hope that every Member will read the table on page 24 of the hearings showing the raises already granted in the various classifications as compared with the increase in the cost of living. To take one example, there has been a 44 percent increase in compensation for the CPC-1 employees so that their pay is already adjusted to meet increased costs and the pay raises given in the current bill are not needed for their protection although their pay will still be plenty low enough in the judgment of most fair-minded persons.

Among other types of workers the figures indicate that the proposed legislation, with its flat 18½ percent across the board raise, will be more than sufficient to protect Federal employees against the consequences of higher expenses until we reach the very top brackets on the Federal pay roll. The P-6's, 7's, and 8's, and the CAF-13's, 14's, and 15's, will not get a high enough percentage of increase, but they constitute a tiny fraction of the Government pay roll and the action of the Civil Service Committee in removing existing ceilings will, if adopted by the House, go a long way toward relieving any dissatisfaction which might otherwise exist in this group.

So—we have been fair to our employees, but we have not been fair to our employers—the citizens of the United States. We have made no adequate effort to find out whether we are getting our money's worth from the vast army of Federal employees.

Mr. Chester Bowles, testifying on page 144 of the hearings, had this to say and I quote:

The United States Government is the biggest business in the world. It must be run with the highest possible efficiency if our people are to secure the kind of Government to which they are entitled.

Mr. Bowles went on to make some criticisms of present supervisory methods as he had observed them, and there cannot be many Members of Congress who have not been deluged with complaints concerning the alleged inefficiency and favoritism which they claim exists throughout the Government departments.

Recently, a very distinguished Member of this House the gentleman from Texas [Mr. SUMNERS] stated his intention of leaving the House of Representatives after a long career of useful public service. In doing so, he expressed despair because of his inability to find out what is really going on in the Federal Government and to put a stop to practices which he considered dangerous to our American heritage and tradition.

Mr. Chairman, many other Members of Congress feel the same way, but we have not provided ourselves with any machinery by which we could keep check on the activities of the Government departments, determine the relative efficiency of the methods employed in the various bureaus and departments, or form any opinion as to whether the number of Government employees was excessive or insufficient.

The biggest business in the world should not have to depend on rumor or isolated complaints for information concerning such matters. For a while we did not have to do so in all instances because the Civil Service Committee had an investigating staff which, though pitifully small, did make sample surveys and recommended changes in personnel practices and otherwise which admittedly saved the Government hundreds of thousands of dollars. It may surprise Members of Congress to know that this staff is no longer in existence.

It may also surprise many of you to know that for all practical purposes the heads of Departments and their subordinates are above the law—that is—the Civil Service Commission may investigate a complaint, find that the complaint is justified, issue instructions to remedy the condition complained of, and then find itself powerless to enforce its decisions.

In theory the President still makes all appointments to the Civil Service and only he can compel Departments to obey Civil Service regulations. Naturally—the Civil Service Commission is reluctant to burden him with administrative matters of this sort and as a result certain public officials have found that they could defy the Commission with impunity.

Such a condition is destructive of discipline and efficiency. It must be corrected, but before remedial action can be taken this House and its Civil Service Committee must have a thorough grasp of the problems involved.

For more than a year there has been pending House Resolution 171 calling for the kind of study I have mentioned and making an appropriation, judged to be adequate, for that purpose. This resolution was referred to the Committee on Accounts and is lying dormant there.

Now that we are probably about to vote to add somewhere around half a billion dollars to the load which the American taxpayer must carry for the maintenance of the Federal Government I think we should keep faith with those who have to furnish the money by insisting that the Committee on Accounts report House Resolution 171 and thus furnish us with an opportunity to vote on the question of whether or not we want to make an effort to understand our Government and how it works, or whether we want to throw up the sponge and continue to pass legislation in the dark so far as any real knowledge of what we are getting for our money is concerned.

Mr. H. CARLANDERSEN. Mr. Chairman, will the gentleman yield?

Mr. BENNET of New York. I yield.

Mr. H. CARLANDERSEN. The gentleman speaks about keeping faith. Does not the gentleman feel perhaps that we would keep better faith with the people of America if we did not pass this sort of legislation today calling for an additional practically one-half billion dollars in expenditures?

Mr. BENNET of New York. I do not know the answer, because I have not had sufficient information. That is what we need this investigation for.

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. BENNET of New York. I yield.

Mr. JACKSON. Might it not be well to inquire as to how the Members of the House voted yesterday for postal employees?

Mr. BENNET of New York. I believe the record will show that only one Member voted against it. I doubt if they had any better information to go on than we have in this instance.

Mr. JACKSON. And the percentage increase for postal employees was about 18 percent.

Mr. BENNET of New York. That is correct.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. REES of Kansas. Mr. Chairman, I yield myself 15 minutes.

The CHAIRMAN. The gentleman from Kansas is recognized for 15 minutes.

Mr. CURTIS. Mr. Chairman, a point of order.

The CHAIRMAN. The gentleman will state it.

Mr. CURTIS. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.] One hundred and three Members are present, a quorum.

Mr. REES of Kansas. Mr. Chairman, this bill involves an additional expenditure by the United States Government of something like a half-billion dollars annually. It is legislation affecting more than one and one-quarter million people. It is one of the most important measures that has come to the House for consideration for a considerable period of time.

It has been inferred in the newspapers and otherwise that there are Members in this House who are opposed to any raise in the pay of Government employees. That inference is erroneous. I do not know of anyone in the Civil Service Committee or outside of that committee who is not in favor of granting fair and reasonable pay to the employees of the United States Government. A good deal has been said on the floor of the House with respect to the number of employees in the Government, and I shall discuss that a little later on. Let me say, on behalf of those who work in Federal service, I am in favor of their receiving fair, decent, and reasonable pay. Let me say that so far as pay raises are concerned, involving especially those in the higher salary brackets, the lid is off in this legislation. I am in favor of seeing to it that Government employees shall continue to receive fair and decent pay. When the proper time comes I shall offer an amendment to the bill that in my judgment will be more equitable than the provisions of this bill. I will discuss that a little later.

Mr. Chairman, something was said, and it will be said again and again, with respect to a bill that passed the House yesterday raising the salaries of postal employees. The amendment I expect to offer to this bill will do just about the same for those in the classified service

and in the same salary brackets as was done yesterday for the postal employees. Not only that but they are in a different category, the situation with respect to postal employees is a lot different from these employees. In any event, we are not legislating for postal employees today. Our responsibility today is to legislate for some 1,300,000 or 1,400,000 employees of the Government. That is our job today and that is the thing we are responsible for in the consideration of this particular bill.

Is this bill right or wrong? That is the question. Should it be amended or not is the question involved, as I see it.

Mr. Chairman, the pay raise bill, as reported by the majority of the members of the House Civil Service Committee, provides for pay raises that are inequitable, inflationary, and totally unjustified.

The supporters of the bill contend that it provides for a flat 18.5 percent increase in pay. It must be remembered that under Public Law 106 there was an over-all increase of 15.9 percent in July 1945, and that the 18.5 percent increase is based on the increased salary. In other words, instead of being 18.5 percent additional to the salary paid a year ago, it is practically 4 percent more, or an increase of 22.5 percent over the 15.9 percent.

This legislation covers what is known as the white-collar workers in Government, with the exception of postal employees and very few others. In the departments of Government, except the judges and elective officials, it includes those who now receive \$10,000, \$12,000, and \$15,000 per year.

The demand for this legislation comes by reason of increased cost of living and because those of our employees in the lower-paid groups are not receiving enough pay commensurate therewith.

In July 1945, Public Law 106 went into effect which made adjustments for Federal employees that provided for an increase of 15.9 percent. This bill would add 18.5 percent to all of those salaries, all the way from the lowest-paid employees up to the one who gets as much as \$15,000.

Under this bill, the employee who now receives \$1,200 will have his salary increased by \$222 per year. If his salary is \$2,100, he will receive an increase of \$388.50, but if he is now receiving a salary of \$8,700 this bill will pay him \$10,368, or an increase of \$2,368. In other words, the man who now gets \$8,700 will secure under the House bill an increase amounting to the \$2,100 salary man, plus the increase under this measure. This is certainly a splendid bill for the top-flight boys in Government. The sky is the limit!

I wish you would take a look at the increases in pay raises granted under this bill for those who now receive \$5,000 and \$6,000 or more. A Cabinet member, under this bill, will get more than \$19,000 and those who receive \$10,000, not only get the \$1,850 increase, but also get the increases provided under the 1945 Pay Act.

Mr. Chairman, at the proper time, I shall submit an amendment that, in my judgment, will provide for a much more

equitable adjustment in pay for our Federal employees and at the same time, will save approximately \$100,000,000 over the proposal submitted.

I am in favor of granting some increases all the way along the line, but I just do not believe that this House or the people of this country will approve the huge increases provided for in this bill. I know there are many employees in the higher brackets that do earn the money, and I am in favor of granting increases to them, but certainly not in amounts provided by this legislation.

Many of those who now receive high salaries came into the Government as war-service employees but now receive \$3,000 and \$4,000 more than when they entered Government service. The Civil Service Commission, in testimony before the Civil Service Committee, was unable to furnish the committee with information as to how much the average Government employee had received by virtue of promotions during the war. It was admitted, however, that large promotions were the rule, rather than the exception to the rule, and most of the promotions, on a comparative basis, were those in the \$5,000-salary brackets and upward.

Mr. HALLECK. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Indiana, a former member of our committee, and one who has at all times given very fair consideration on behalf of employees in Government.

Mr. HALLECK. Referring to the 18½ percent and the previous increase, how does that compare in respect to the previous increase with the 18½ percent policy declared by the administration; in other words, was there anything comparable to the 15.9 percent in that area where the 18½ percent is to operate?

Mr. REES of Kansas. The question is very important, and fair one in the consideration of this proposal. I shall deal with that matter later on in my discussion.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from South Dakota.

Mr. CASE of South Dakota. The gentleman has said that this lifts the ceilings so far as the larger salaries are concerned. Does the gentleman mean then that the 15.9 percent is applied to those salaries in excess of \$2,900 to establish a new base, and that the 18.5 percent in the higher brackets applies to those higher-bracket salaries with the 15.9 percent added to the \$2,900?

Mr. REES of Kansas. Put it this way. The employees in the Government who get \$10,000 a year now get the benefit of the increases that we granted under the 1945 pay act, that is, the gradation which the gentleman suggested is an average of 15.9 percent. He gets the benefit of that, and on top of that he gets 18½ percent of his present salary.

Mr. CASE of South Dakota. Then the person in the larger brackets now gets a double increase.

Mr. REES of Kansas. That is, in substance, correct.

Under this bill the employee who now gets \$1,200 will have his salary increased by \$222 per year. If his salary is \$2,100,

he will have his salary increased by \$388.50, but if he is receiving \$8,750 he will be increased up to \$10,368, or \$2,368 increase. In other words, you are going to increase the man who gets \$8,750 now by enough to pay the man's salary who gets \$2,300.

I want you to take a look at the increases of pay raise granted under this bill for those who get five or six thousand dollars or more. I also call your attention to the fact that a Cabinet member under this bill, gets more than \$19,000.

Mr. Chairman, the amendment I shall submit to the committee bill, which will follow the proposal adopted by the other body in S. 1415, except that there shall be slight increases over the Senate bill, especially in the lower-paid groups, will be substantially as follows:

Each of the basic compensation rates for Federal employees shall be increased by 45 percent of that part thereof which is not in excess of \$1,200 per annum, plus 18 percent of that part thereof which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum, plus 9 percent of that part thereof which is in excess of \$4,600 per annum.

I call your attention to my statement in the CONGRESSIONAL RECORD of yesterday at page A1971 and especially to the table that sets out in a general way the manner in which my proposal will work. My amendment follows the Senate bill, except that I propose an increase of 45 percent, instead of 36 percent, on the first \$1,200 per annum basic salary or fraction thereof, prevailing in June 1945. For example, an employee who received \$1,200 basic salary in June 1945, and now received \$1,440, will, under my proposal, receive \$1,740. This is slightly above the 18.5 percent proposal under the pending bill. In fact, it is an increase of 20.8 percent over his present salary.

My proposal, in money, would amount to a 15.6 percent general increase. It will save the taxpayers of this country approximately \$100,000,000 over the pending bill.

It seems the majority of members in the committee were influenced largely by two factors. First, they believed an 18.5 percent flat increase on top of present salaries is justified because of the rise in the cost of living since 1939 and 1940. The latest figures from the Bureau of Labor Statistics show there has been something more than a 30-percent increase in the cost of living. My proposal provides for an increase of 45 percent at the \$1,200 per annum rate. It equalizes the increased cost of living at those levels. Under my proposal, pay increases range from 35.3 percent at the \$2,600 level to 11.11 percent at the \$9,000 level. The percentage increase, as I have explained, is based upon basic rates prior to July 1, 1945. The Bureau of Labor Statistics does not seem to have recent figures, but from information they have furnished, it appears that the white collar workers in industry have received little more than 25 to 30 percent in increases.

Therefore, on the basis of information submitted to our committee, I believe the formula provided in my proposal is completely adequate and provides sufficient increases to offset the increased cost of living, particularly in the lower grades,

and follows closely the wage increase formula adopted by industry for white collar workers. Furthermore, the provisions in my proposal are in line with the formula established in the national wage-price stabilization program.

Mr. Chairman, I am disturbed that although the war has been over for more than 7 months, there are still approximately 3,000,000 employees on the Federal pay roll. Only about half of them are effected by this legislation, but I am further disturbed and disappointed that we have had so little reductions in force in our Government agencies, outside of those who have left the War and Navy Departments. I realize increases were required in a few of our agencies, especially the Veterans' Administration, but it is most disappointing to observe that looking at the over-all picture of the first forty-four agencies recommended to the Appropriations Committee for personnel expenses, it showed an increase rather than a decrease in requests for salaries and employees' expenses. During the month of January there was a decrease in the entire Federal Government of only 2,500 employees. I cannot subscribe to a policy which provides exorbitant pay raises, as long as such inefficiencies in the Federal Government allow excessive numbers of Federal employees to remain on the Federal pay roll.

I should call your attention to another item that has been overlooked in this discussion. The Revenue Act of 1945, which took effect in January 1946, provides for reductions in the Federal income tax that provides for an over-all reduction in taxes of about 20 or 22 percent. It results in approximately 5 percent more in the take-home pay of the Federal employee.

I believe this problem ought to be viewed on a long range basis. I want every Federal employee to receive every dollar to which he is entitled for his services. We must, however, take into consideration the fact that the taxpayers of this country are required to pay the bill. This Congress, somewhere along the line, will have to realize, I think, in the consideration of legislation that is submitted, that the public interest also must be considered.

Mr. Chairman, I have been very much disappointed in the lack of interest on the part of almost every agency of the Government to offer suggestions with respect to reductions in forces or to the saving of any money for the Federal Treasury.

I ought to add one more thing and that is that when we give consideration to the number of people who are employed in government, and especially in Washington, that we have several women in uniform, who are doing clerical work similar to the work that is done by civil-service employees. I maintain those women ought to be given a chance to be released from the armed forces and let them, if they want to do so and where services are needed, accept positions under civil service.

Again, I want to pay tribute to the thousands of loyal employees in our Federal Government, for the splendid effort they are making in trying to do a good job. Too many of them are not receiving the credit to which they are entitled.

Mr. Chairman, I hope that in view of the importance of this legislation, every Member will give it most careful consideration.

Mr. CURTIS. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the distinguished gentleman from Nebraska.

Mr. CURTIS. The gentleman made reference to the salary of a Cabinet member. Under these proposed schedules as the bill is written now, is it true that certain employees of the House of Representatives would receive more than the Members of Congress? If so, approximately how many of such jobs would pay that?

Mr. REES of Kansas. I do not know the number. Inquiry was made with respect to the number, but I am unable to give you any estimate. However, there are quite a number.

I trust that those on the floor of the House at least have examined the minority report I made in connection with the report made by the committee.

Then, I am going to ask you sometime, if you will, to look at the CONGRESSIONAL RECORD of yesterday, page A1971, where I have inserted the figures, and have worked out the manner in which employees would be paid under the amendment I shall offer. My amendment follows the bill that was passed by the other body, S. 1415. It passed that body by about a 3-to-1 vote, I think. I have increased the percentage just a little over that bill in the lower brackets. This is the provision in my amendment:

Mr. WORLEY. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the distinguished gentleman from Texas.

Mr. WORLEY. This whole formula is rather involved and complex to me. I am wondering if the gentleman has given any thought to the proposition of increasing everyone, but based on 15 percent, say, of the first \$3,000 of each salary. Has the gentleman given any thought to that?

Mr. REES of Kansas. My proposal will work out practically the same, on that order. My amendment will begin with the lower grades, and will in substance provide an increase of 20.6 percent on the present salaries of those receiving below \$2,000.

Mr. WORLEY. That would take care of those in the lower-wage brackets, who really need more help now?

Mr. REES of Kansas. That is correct. My amendment will be an over-all increase, according to my computation, of 15.7 percent, but provides for more in the lower-bracket employees and less in the higher groups.

The CHAIRMAN. The time of the gentleman from Kansas has expired.

Mr. REES of Kansas. Mr. Chairman, I yield myself five additional minutes.

For example, an employee who received \$1,200 basic salary in June 1945 now receives \$1,440. Under my proposal he will receive \$1,740. It is slightly above the 18.5 percent granted under this bill. As I said a moment ago, it is 20.8 percent.

Mr. GATHINGS. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Arkansas.

Mr. GATHINGS. What would the saving be to the taxpayers of America under the gentleman's amendment in contrast with the bill that is before the House?

Mr. REES of Kansas. As near as I can estimate it, from figures which were given me this morning, by officials in the Civil Service Commission, it should run nearly \$100,000,000 in savings on present employment.

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Washington.

Mr. JACKSON. Is it not true that the cost under your amendment will run about \$370,000,000 and that the cost under the bill at the present time is \$420,000,000?

Mr. REES of Kansas. It would be \$340,000,000 instead of \$370,000,000, according to the figures I have. There will be some disagreement in respect to it. The difference probably arises because the figures which the gentleman from Washington is talking about are based upon what he hopes will be the number of employees in the Government after July 1 and not upon the number of employees who are on the pay roll of the Government as of this afternoon. That will make a considerable difference.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from West Virginia.

Mr. RANDOLPH. Then it is \$80,000,000 and not \$100,000,000, according to your own estimate?

Mr. REES of Kansas. Personally, I think it runs to about \$100,000,000.

Mr. RANDOLPH. But the figures you have just given would make it amount to \$80,000,000.

Mr. REES of Kansas. Eighty-and-some-odd million dollars based on 900,000 employees, but we have about 1,400,000 under this legislation now.

Mr. RANDOLPH. Also, you predicate your figures upon the hope of the number of Federal employees just as does the gentleman from Washington and myself. Is that not true?

Mr. REES of Kansas. I am trying to be realistic and call your attention to the number of employees you have right now on the Federal pay roll.

Mr. RANDOLPH. What are your computations based on?

Mr. REES of Kansas. They are based on what you are paying now.

Mr. RANDOLPH. We are having the same problem, are we not, in presenting figures in this bill? The same thing holds true so far as the gentleman's figures are concerned as with respect to the committee's figures.

Mr. REES of Kansas. The more people there are on the pay roll, the greater the cost and the greater the difference in cost as compared to my amendment, as I see it. Is that not correct?

Mr. RANDOLPH. Certainly. However, I would like the gentleman to answer the question in all fairness. I believe that the figures he is using are based upon the number of employees and we in presenting our figures used the same foundation. Is that not correct?

Mr. REES of Kansas. I do not know. I assume that the gentleman from Washington is using the number of employees that was given in the Civil Service Committee hearings that it is hoped would be on the pay roll after July 1.

Mr. RANDOLPH. Where did the gentleman get his figures?

Mr. REES of Kansas. Anyone can figure it. I called the departments downtown.

Mr. RANDOLPH. That is the way we received these figures upon which the committee bill is based.

Mr. REES of Kansas. They gave me these figures on the basis of the 900,000. If you include the number of additional employees you really now have, you will, of course, get the difference in cost.

Mr. RANDOLPH. That is what we did, and we are both working on the 900,000 figure.

Mr. REES of Kansas. I am not. I am working on the 1,250,000 figure.

Mr. RANDOLPH. That is your figure, sir?

Mr. REES of Kansas. Those are my figures. That is correct.

Mr. ARENDS. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Illinois.

Mr. ARENDS. Is it possible that with the passage of this legislation the Doorkeeper of the House of Representatives might receive more pay than a United States Senator? Is that possible?

Mr. REES of Kansas. I have heard that it is. I do not know exactly what the Doorkeeper gets, but if he gets over \$8,000, certainly that is the case.

Mr. MANSFIELD of Texas. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to my friend from Texas.

Mr. MANSFIELD of Texas. Would it be contended that the Doorkeeper is of less importance than a Senator?

Mr. REES of Kansas. The gentleman from Texas is asking whether or not the Doorkeeper is more important than a United States Senator. I will let him answer his own question. His judgment is always good.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield further?

Mr. REES of Kansas. I would like to go on a little and then I will yield later.

Now, Mr. Chairman, I am as much disturbed as my distinguished chairman with respect to the number of employees who are on the Federal pay roll. Here we are 7 months after the war is over, or at least after hostilities have ceased, and we have not reduced our Federal pay rolls to any great extent. As a matter of fact, if you put all of the old-line agencies together, I have here a list of 44 agencies, according to requests made by the Bureau of the Budget for appropriations, they have plans for more man-hours for the next fiscal year than they had for last year. The increase in the cost is of course accordingly.

I realize that it is necessary in some agencies, particularly the Veterans' Administration, to increase the number of employees, but I do believe the number could have been decreased, and could be greatly decreased in a great many others. But as I see it, the difficulty lies in this,

that neither the Civil Service Commission nor the head of any agency makes a request for reduction in employees. They offer very little in the way of suggestion with respect to reductions in force in the departments of government.

Mr. MAHON. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Texas who at all times gives careful consideration to legislative problems that are brought to the floor of the House.

Mr. MAHON. I would like to say to the gentleman that I believe I reflect the attitude of the average Member of the House when I say I believe Federal workers ought to be well paid, and I favor increases in pay for Federal workers in the lower brackets, with modest increases in the higher brackets. But I must say that I think I also reflect the attitude of many Members when I state that I am shocked and disturbed by some of the provisions in this bill which would increase certain high bracket salaries to such a great extent at a time like this, in some cases increasing individual salaries as much as \$4,000, and salaries far beyond the salaries of the Members of Congress—Members of Congress who work 6 days a week or, perhaps 7 days a week, when the 5-day-per-week employee in a bureau is drawing more money than a Member of Congress and who unlike a Member of Congress has no campaign expenses and obligations of that sort. I have a genuine interest in the Federal worker and I want to see the standards raised and his pay increased but some of the provisions in this bill are very disturbing. The bill ought to be amended.

Mr. REES of Kansas. I appreciate the gentleman's splendid statement, and I appreciate his contribution. He may be assured that the gentleman from Kansas will offer that amendment that nobody in this group will be paid more than \$10,000. At least he hopes to get that done. I think, as the gentleman suggested, the House will go along with that proposal.

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Washington.

Mr. JACKSON. I would like to remind the Members of this House again to please try to look at the facts. Yesterday you voted 18 percent 375 to 1. When you get up and talk about percentages, ask yourself how you voted yesterday. Let us be consistent.

The CHAIRMAN. The time of the gentleman from Kansas has again expired.

Mr. REES of Kansas. Mr. Chairman, I yield myself 10 additional minutes.

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield.

Mr. COOLEY. Let me pursue for a moment the question propounded by the gentleman from Illinois. I should like to have an answer to his question with reference to the salary of the Doorkeeper of the Senate exceeding that of a Senator. If the gentleman cannot answer that, I would like for the chairman of the committee to answer whether or not that is a fact,

Mr. REES of Kansas. The gentleman will find the answer on page 20 of the report.

Mr. COOLEY. If the Doorkeeper of the Senate gets \$8,000, what will his salary be under the bill?

Mr. MASON. Eleven thousand four hundred and five dollars and sixty-two cents.

Mr. REES of Kansas. Something over \$11,000.

Mr. RUSSELL. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Texas.

Mr. RUSSELL. Perhaps the gentleman has stated it and I did not hear, but will he again state what the cost of the committee bill will be?

Mr. REES of Kansas. We have just had a little discussion about that. It will be around half a billion dollars.

Mr. RUSSELL. Just this further question—perhaps you have heard it before but I would like to impress it upon the membership: Where are you going to get the money?

Mr. REES of Kansas. The unfortunate thing is that not enough consideration is being given to the important question the gentleman has just propounded. I want to say, I wish we had more Members like the distinguished gentleman from Texas who is sincerely concerned with respect to the affairs of our Government.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield.

Mr. CASE of South Dakota. I wish to call attention to what the gentleman from Washington said about the vote on yesterday. My understanding was that the vote on yesterday granted a maximum increase of \$400, but in this bill salaries are increased all the way from a couple of hundred dollars to a couple of thousand. There is not anything consistent in that.

Mr. REES of Kansas. The gentleman can go still further; he will find increases in the bill of \$4,000.

Mr. MAHON. Mr. Chairman, will the gentleman yield further?

Mr. REES of Kansas. I yield.

Mr. MAHON. Were not the increases provided in the bill yesterday for Federal employees in the lower brackets?

Mr. REES of Kansas. I tried to emphasize early in my discussion that they are a group of employees most of whom were not receiving salaries commensurate with the increase in the cost of living that we are trying to meet here. As I said a moment ago, we are providing a very great many big increases, ranging all the way up to \$4,000. There are plenty of them at \$1,000, \$2,100, and even \$3,000.

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield.

Mr. JACKSON. Let me point out again to the Members of the Committee that yesterday you voted an 18-percent increase to the postal employees, and let me remind the Members of the Committee further that they made it retroactive to January 1. In the matter of actual percentages, which is the controlling factor in the two bills, they are about the

same, but when you make the one retro-active you actually increase the percentage.

The total cost of raising the \$10,000 ceiling in this bill runs just a little over \$2,000,000 out of a total cost of \$420,000,000. To change the ceiling, to raise the ceiling now above \$10,000, will cost \$2,300,000. Now, if you think—

Mr. REES of Kansas. The gentleman is making a speech. I thought he was going to ask a question.

Mr. JACKSON. I was merely calling attention to the effect of making it retro-active.

Mr. REES of Kansas. And I will remind the gentleman that there are likely to be plenty of upgradings and reclassifications if this bill is passed. There will be plenty more getting above \$10,000.

Mr. VURSELL. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield.

Mr. VURSELL. Returning to the \$8,000 salary and what the amount of increase would be, and further answering the question of the gentleman from North Carolina, an \$8,000 employee, according to the figures given on page 20, would be increased to \$11,405.62. Now that ought to answer the question.

Mr. REES of Kansas. I appreciate the contribution of the gentleman from Illinois.

Mr. COOLEY. Mr. Chairman, will the gentleman yield to me again?

Mr. REES of Kansas. I yield to the gentleman from North Carolina.

Mr. COOLEY. Is it not a fact that under this bill the Doorkeeper of the House, the Sergeant at Arms of the House, the Parliamentarians, and the reading clerks of this House would all receive salaries in excess of that received by Members of Congress?

Mr. REES of Kansas. I am not familiar with the salaries that are paid employees in the House.

Mr. COOLEY. Is it not also true that the Clerk of the House would receive a salary of over \$14,000 per annum, greatly in excess of the salary of Members of Congress?

Mr. REES of Kansas. The gentleman is correct.

If the members of the Committee will look at and read pages 18 and 20 of this report, they will find plenty of evidence in respect to these increases in salary. Look at the table, if you will. Take a look at the employee who is now getting \$6,650 a year and see what you are doing for him. While you increase the man down below two or three hundred dollars a year, the man who receives \$6,650 will receive what? Eight thousand six hundred and sixty-eight dollars and sixty-seven cents. You are going to give him more—\$2,000 more. That is the sort of thing you are doing in this bill. If you will examine my proposal in the report and examine my proposal as it appears in the RECORD, page A1971, you will note how I treat this matter. We give them an increase, of course, but certainly not as elaborate as provided in this legislation.

Mr. Chairman, I want to give a little bit of history in respect to these hearings. I know it is very unfortunate that the Members of the House do not have a

chance to read the hearings. They come in when the bill is brought to the floor and the bill comes to the floor only a few days after being reported and, therefore, the Members have not had a chance to read the report, let alone the hearings. A great deal of time was spent in a discussion of the need for these increases in salaries and reference was made mainly to the fact we employ scientists in the Government. We do have outstanding scientists who ought to have more money. They have contributed greatly in respect to our national-defense program. We have had these young men during the war, and, by the way, it is surprising to note the age of the men who have contributed so much to the field of science in respect to this war effort of ours. The average age is 26 years. It is said also that there are not so many of them.

I want to take care of that group, which is in a class by itself, absolutely different from the group we are talking about here. Let us provide an appropriation for them, place it in the hands of the Army and Navy, or the War and Navy Departments, and let those Departments spend as much as they think is needed for doing that kind of work, such as research, and so forth. Do not tie it into a civil-service bill just to include a small group. It is a different story altogether.

Mr. H. CARL ANDERSEN. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Minnesota.

Mr. H. CARL ANDERSEN. A few days ago, in the other body, it was stated that the President would feel compelled to veto a certain measure because of the inclusion of the Pace amendment. Does not the gentleman feel the President should also feel compelled to veto this particular measure if passed?

Mr. REES of Kansas. I do not know whether he would be compelled to do it or not, but if he looked it over carefully he should veto it. That is my judgment. I am in favor of increasing salaries, as I said before, but not this way.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from South Dakota.

Mr. CASE of South Dakota. In reply to what the gentleman said about the possibility of taking care of scientists and experts, it should be pointed out that a great many appropriations for specific agencies do carry special funds out of which they may employ experts and scientists without regard to the Classification Act.

Mr. REES of Kansas. I appreciate the gentleman's contribution.

Mr. VORYS of Ohio. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Ohio.

Mr. VORYS of Ohio. I think we are all concerned about paying the scientists what they are entitled to, but I had a young man come to my office who, it seems, is an agricultural economist. That sounded like a very scientific title to me. He gets \$2,020 a year, as I understand. He is 22 years of age. He has been with the Government 3 years, and his last job before that was in a machine

shop. He is just a high-school graduate with 2 years of college. He is working his way through college now. That man has a scientific label on him now. We find these tremendous appearing scientific titles all through Government, but when you get down to it, you find that they are only 22 years old and are not even college graduates, and when you interrogate them you find that the best job they can get on the outside is, for instance, as a farm hand, and you wonder whether in the name of science we are paying a lot of people more than they are worth. I wonder if the gentleman has thought of some way that we could make sure that the scientific jobs go to scientists, and not merely to politicians and bureaucrats who know how to creep under the scientific plank.

Mr. REES of Kansas. I will say to the gentleman it is my hope that by placing these scientists in a different group that probably the Army and the Navy could screen them and get the men that they really need. There are only a comparatively few, but just as sure as we are here this afternoon, if you put this bill through, increase these salaries, you are going to have more scientists in the Government than you ever had before.

Mr. HOFFMAN. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Michigan.

Mr. HOFFMAN. Are those who are now spending millions of dollars to put out propaganda on the OPA politician scientists and do they come under this bill?

Mr. REES of Kansas. I am not familiar with their backgrounds.

Mr. RABAUT. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the distinguished gentleman from Michigan, a member of the Committee on Appropriations.

Mr. RABAUT. The argument presented here reminds me of the father who would not let his boy drive the old model T Ford, but the Government took that same boy on, and within 2 years or 2 years and a half he handled a B-29 bomber and did an awfully good job. You cannot hold these people down forever, you know. We have made great progress in our country, and just because a fellow was labeled something a few years ago is no reason that label stays with him forever.

Mr. REES of Kansas. I do not see how the gentleman's statement applies to this particular legislation. Perhaps I did not get the purport or meaning of his observation, we are dealing with a question of increasing rates of pay.

Mr. RABAUT. We are talking about what his rating was before. It is not what his rating was before; it is what his rating is now.

Mr. REES of Kansas. I do not believe there is anybody on the floor who disputes the fact that we have had plenty of boys who perhaps did not have the opportunities and got into the war service and who have made outstanding records. We all admit that. There is no argument about it. But that is not the thing we are discussing this afternoon.

Mr. VORYS of Ohio. Mr. Chairman, if the gentleman will yield further, I want to propound a question to the gentleman that I propounded to the gentleman from West Virginia.

We all know that during the war, due to the fact that our 12,000,000 finest were in the services and that many of those who stayed home could get war jobs, the Government was in many instances third choice when it came to employing people. The less competent of our people are still on the Government pay roll, because they are not the ones that are resigning to go to good jobs now. They are the ones that are digging in on what was a job of necessity when they got it, but is now the best job they ever had. Has the gentleman's committee taken any steps toward developing some organized way of separating these incompetents from the pay roll? It appears to me that this bill simply invites them to dig in and stay forever at increased salaries.

The CHAIRMAN. The time of the gentleman from Kansas has again expired.

Mr. REES of Kansas. Mr. Chairman, I yield myself five additional minutes.

May I say to the distinguished gentleman that the passage of this kind of legislation, especially with reference to the higher-paid employees, will certainly induce more people to stay in the Government. We are going to have plenty of difficulty with that problem. Let me add that a good share of those who are getting the big pay, are men who got their appointments without taking any particular examination. A great many of them are not necessarily the top-flight men. These \$8,000, \$9,000, and \$10,000 men are men who were appointed to these jobs and very likely will stay there as long as they can.

Talk about efficiency in government, I regret to tell you that I do not believe you will get the efficiency the gentlemen in the opposition hope for just by increasing salaries. We have a lot of good, faithful workers who more than earn their salaries, but we have a lot of the others, unfortunately, who do not earn these large salaries.

Mr. ARENDS. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Illinois.

Mr. ARENDS. Would the gentleman suggest that, in the event his amendment or a comparable amendment does not carry, the bill be recommitted?

Mr. REES of Kansas. That is what ought to be done. I intend to offer an amendment which follows the bill which passed the Senate, except for small increases for the lower-paid people. I suggest you look at page A1971 of yesterday's RECORD and read my proposal; or if you will read the minority report you will get the idea from that. Above all things, let us keep that \$10,000 top. Let us not go along with any change in that. Leave that alone. And if there is any way in the world to do it, let us try to get the number of people on the Federal pay roll reduced.

Mr. BENNET of New York. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from New York.

Mr. BENNET of New York. If you keep the ceiling on, under the gentleman's provision allowing a 15-percent increase would not some subordinates be paid about the same as the supervisors of the departments?

Mr. REES of Kansas. If you go along with the bill you have before you today you will be paying some of these \$6,000 people over \$8,000. I do not know how you are going to justify that.

Mr. BENNET of New York. That does not answer my question.

Mr. REES of Kansas. If you go along with that, then the gentleman's statement might be correct.

Mr. ARENDS. The suggestion of the gentleman from New York is in keeping with this situation, where the door-keeper gets more money for letting you in than you do for being inside.

Mr. BENNET of New York. If you keep this ceiling.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from South Dakota.

Mr. CASE of South Dakota. Would not the situation suggested in the question of the gentleman from New York [Mr. BENNET] be taken care of by in-grade promotions?

Mr. REES of Kansas. I do not have the time but I should like to spend some time on the subject of the tremendous amount of up-grading and in-grading promotions that has been going on in this Government. I tried to get an investigation of that problem but it was not completed. It ought to be done.

Mr. CASE of South Dakota. The fact is that that would take care of the supervisors.

Mr. REES of Kansas. One more thing: There has been a lot of discussion up and down this Congress with respect to lobbying on bills coming before the Congress. There has been plenty of it in respect to this bill.

I must yield to the distinguished gentleman from Massachusetts.

Mr. GIFFORD. I have listened to your every word.

Mr. REES of Kansas. The gentleman has always been very kind and always contributes to the debate.

Mr. GIFFORD. The gentleman has been trying to separate the goats from the sheep and the sheep from the goats.

Mr. REES of Kansas. It is a most difficult thing to do.

Mr. GIFFORD. Might I observe that you have left the Members of Congress, the goats, out.

Mr. REES of Kansas. Members of Congress, are sometimes referred to more or less in that class, I am sorry to say.

Mr. GIFFORD. We seem to be.

Mr. REES of Kansas. I regret it very much.

Below is a copy of my amendment I have just discussed. It covers all of the employees included in the House committee bill but increases their compensation upon the formula adopted by the Senate in S. 1415, except that on the first \$1,200, or any part thereof, I increase the percentage from 36 percent to 45 percent, resulting in an increase above the Senate bill of \$108 annually at each salary level.

I am also including a table that indicates the rates of pay under my proposal as shown in column 5.

My bill will cost \$80,000,000 annually less than the House committee bill, if there are only 900,000 employees covered; however, as applied today, my bill would cost more than \$100,000,000 annually less than the House committee bill.

Beginning on line 7, page 1, strike everything after "Sec. 2 (a)" on that page, also strike everything on pages 2 and 3, and also strike everything up to and including the word "repealed" on line 21, page 7, and insert the following:

"The first sentence of section 405 (a) of the Federal Employees Act of 1945 is amended to read as follows: 'Each of the existing rates of basic compensation set forth in section 13 of the Classification Act of 1923, as amended, except those affected by subsection (b) of this section, is hereby increased by 45 percent of that part thereof which is not in excess of \$1,200 per annum, plus 18 percent of that part thereof which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum, plus 9 percent of that part thereof which is in excess of \$4,600 per annum.'

"(b) Each of the existing rates of basic compensation provided for in subsections 405 (b) (1) and (2) of the Federal Employees Pay Act of 1945 is hereby increased by 17.5 percent. Such augmented rates shall be considered to be the regular rates of basic compensation, and such increase in said rates of basic compensation shall not be construed to be 'an equivalent increase' in compensation within the meaning of section 7 (b) (1) of the Classification Act of 1923 as amended.

"INCREASE IN PAY RATES IN THE LEGISLATIVE BRANCH

"Sec. 3 (a). The first sentence in section 501 of the Federal Employees Pay Act of 1945 is amended to read as follows: 'Except as provided in section 503, each officer and employee in or under the legislative branch to whom this title applies shall be paid additional compensation computed as follows: 45 percent of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 18 percent of that part of such rate which is in excess of \$1,200 per annum, but not in excess of \$4,600 per annum, plus 9 percent of that part of such rate which is in excess of \$4,600 per annum.'

"(b) Section 502 of such act is amended to read as follows:

"'ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

"'Sec. 502. Each officer and employee in or under the legislative branch entitled to the benefits of section 501 of this act shall be paid additional compensation at the rate of 10 percent of the aggregate of the rate of his basic compensation and the rate of additional compensation received by him under section 501 of this act, as amended.'

"INCREASE IN PAY RATES IN THE JUDICIAL BRANCH

"Sec. 4. (a) The first sentence of section 521 of the Federal Employees Pay Act of 1945 is amended to read as follows: 'Each officer and employee in or under the judicial branch to whom this title applies shall be paid additional basic compensation computed as follows: 45 percent of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 18 percent of that part of such rate which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum, plus 9 percent of that part of such rate which is in excess of \$4,600 per annum.'

"(b) The second sentence of such section 521 is amended by inserting after 'section 405 of this act' the following: 'and section 2 of the Federal Employees Pay Act of 1946.'

"(c) Section 522 of such act is hereby repealed.

"INCREASE IN PAY RATES FOR CUSTOMS CLERKS AND IMMIGRANT INSPECTORS

"SEC. 5. The first sentence of section 602 (a) of the Federal Employees Pay Act of 1945 is amended by changing the semicolon which follows the words 'of this act' to a comma, and inserting after the comma the following: 'as amended by the Federal Employees Pay Act of 1946;'

"INCREASE IN STATUTORY PAY RATES IN THE EXECUTIVE BRANCH NOT UNDER CLASSIFICATION ACT

"SEC. 6. The first sentence of section 602 (b) of the Federal Employees Pay Act of 1945 is amended by changing the semicolon which follows the words 'of this act' to a comma, and inserting after the comma the following: 'as amended by the Federal Employees Pay Act of 1946;'

"LIMITATION ON AGGREGATE RATE PAYABLE

"SEC. 7. (a) Section 603 (b) of the Federal Employees Pay Act of 1945 is amended by inserting after the words 'by reason of the enactment of this act' the words 'or any amendment thereto.'

"(b) Notwithstanding any other provision of this act, no officer or employee shall, by reason of the enactment of this act, be paid, with respect to any pay period, basic compensation, or basic compensation plus any additional compensation provided by the Federal Employees Pay Act of 1945, as amended, at a rate in excess of \$10,000 per annum."

Federal personnel annual pay rates

Rate prior to July 1, 1945	Current rate (Public Law 106, effective July 1, 1945)	Rate under S. 1415 as passed by Senate December 1945	Rate proposed by House Civil Service Committee, 18.5 percent flat increase above current rate	Rate proposed by Congressman Edward H. Rees, based on formula in S. 1415
(1)	(2)	(3)	(4)	(5)
\$1,200	\$1,440	\$1,632.00	\$1,706.40	\$1,740.00
\$1,440	1,704	1,915.20	2,019.24	2,023.20
\$1,620	1,902	2,127.60	2,253.87	2,235.60
\$1,800	2,100	2,340.00	2,488.50	2,448.00
\$2,000	2,320	2,576.00	2,749.20	2,684.00
\$2,300	2,650	2,930.00	3,140.25	3,038.00
\$2,400	2,760	3,048.00	3,270.60	3,156.00
\$2,600	2,980	3,284.00	3,531.30	3,392.00
\$2,900	3,310	3,638.00	3,922.35	3,746.00
\$3,200	3,640	3,992.00	4,313.40	4,100.00
\$3,500	3,970	4,346.00	4,704.45	4,454.00
\$3,800	4,300	4,700.00	5,095.50	4,808.00
\$4,600	5,180	5,644.00	6,138.30	5,752.00
\$5,200	5,810	6,298.00	6,884.85	6,406.00
\$6,000	6,650	7,170.00	7,880.25	7,278.00
\$7,000	7,700	8,260.00	9,124.50	8,368.00
\$8,000	8,750	9,350.00	10,368.75	9,458.00
\$8,500	9,275	9,895.00	10,990.87	10,000.00
\$9,000	9,800	10,000.00	11,613.00	10,000.00

Mr. RANDOLPH. Mr. Chairman, I yield 15 minutes to the gentleman from Washington [Mr. JACKSON], the chairman of the subcommittee.

The CHAIRMAN. The gentleman from Washington is recognized for 15 minutes.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the chairman of the committee.

Mr. RANDOLPH. Mr. Chairman, if I may have the attention of the gentleman from Kansas [Mr. REES], and the gentleman from Ohio [Mr. VORYS], may I say that earlier today when the inquiry was made I attempted to honestly answer the question and said our committee had no jurisdiction over the matter to which the gentleman addressed the

House in connection with the pay raise legislation. I would like to say that the war-service appointee are not kept indefinitely on the pay roll of the Federal Government. That is not a fact.

The executive order discontinues those jobs and they must stand on their own through competitive examinations. We know that preferences are granted to veterans of the war who are returning and taking jobs in the Government. The war-service appointees are not to continue indefinitely as has been inferred here in debate.

Mr. REES of Kansas. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield.

Mr. REES of Kansas. But they are on the pay roll up to this date.

Mr. RANDOLPH. But they are being reduced every day, as the gentleman knows, by the hundreds.

Mr. REES of Kansas. Two thousand five hundred in the month of January, according to the figures that were submitted.

Mr. RANDOLPH. That is 2,500, certainly.

Mr. REES of Kansas. That is not many out of 2,500,000.

Mr. RANDOLPH. The war-service employees are being discontinued, and those who desire to remain on the Federal pay roll must through competitive examinations establish themselves as capable of holding the job in which a work load exists.

Mr. JACKSON. Mr. Chairman, there is a lot of confusion about this legislation. I recall when the last pay bill was up the same confusion existed at that time. I am going to try to state generally the provisions of this bill. I believe I can clarify a number of questions that may be in the minds of the Members at this time.

The major purpose of this bill is to provide an 18½-percent increase in salaries for white-collar workers in the Federal service.

It covers white-collar employees in the executive branch and also in the legislative and judicial branches. It does not affect the salaries of Members of Congress, Federal judges, or the postal field service.

BASIS FOR THE 18.5-PERCENT INCREASE

Prior to the Federal Employees Pay Act of 1945, effective last July, the salary schedules for the employees under this bill had remained practically static for 15 years. In that act a general increase was provided according to a sliding scale. To the first \$1,200 of basic salary was added 20 percent; to the next \$3,400, 10 percent; and to any part of salary in excess of \$4,600, 5 percent. The result was that the increases under the Federal Employees Pay Act ranged from 20 percent at the bottom of the scale to 8.9 percent at the top of the scale. The general average of these increases was 15.9 percent.

This did not meet the increase in the cost of living at that time, but it was deemed desirable to hold the basic-pay increase within the limits of the Little Steel formula. Furthermore, the employees at that time were working a 48-hour week generally and received over-

time pay which added, on the average, 20 percent to their basic pay.

LOSS OF TOTAL SALARY DUE TO LOSS OF OVERTIME PAY

Since last July, however, the workweek has been generally reduced to 40 hours, and the take-home pay of the employees has been decreased by the amount of overtime pay they formerly earned.

Information was presented to the committee by the Acting Commissioner of Labor Statistics showing that the great bulk of employees under this bill now receive aggregate salaries that are slightly less than they received before last July when the Federal Employees Pay Act was passed.

INCREASE IN THE COST OF LIVING

The official figures, contained in regulations of the National Wage Stabilization Board, are that the cost of living increased 33 percent between January 1941 and September 1945.

In contrast with this figure, the increase in average basic salary rates of the employees under this bill was, during the same period, only 17 percent.

In other words, even after giving full weight to the 15.9 percent increase of last July, we find that the cost of living has risen almost twice as fast as the basic salary rates of the white-collar workers under this bill.

INCREASE IN SALARY AND WAGE LEVELS IN PRIVATE INDUSTRY

In private industry, salary and wage rates, according to information furnished the committee by the Bureau of Labor Statistics, had risen 33.7 percent by last fall. Recent negotiations have had the further effect of increasing salary and wage rates in private industry by about 15 to 17 percent more. When these two percentages are combined, we find that salary and wage rates in private industry have gone up from 54 to 56 percent on the average, since January 1941. On the other hand, as I have said, the corresponding increase for the group affected by this bill is only 17 percent.

EFFECT OF THE 18½-PERCENT INCREASE

Taking into account the increase in the cost of living, the loss of take-home pay due to the general 40-hour workweek, and the 54 to 56 percent increase in salary and wage rates outside the Government, the 18½-percent increase proposed in this bill is very modest.

As a matter of fact, it would result in only an average increase in Government rates of 38.6 percent since January 1941. This is less than 6 percentage points over the increase necessary to match the 33-percent increase in the cost of living alone. It is about 16 percentage points below the corresponding rate of increase in private industry during the same period.

REPEAL OF \$10,000 CEILING

Because of the absolute necessity of attracting and retaining competent administrators, scientists, and professional and technical personnel, this bill provides that the 18½-percent increase shall apply uniformly to all grades, without salary ceiling.

It is a matter of common knowledge that the salary rates in the Government service are far below the rates which

are being paid for comparable responsibilities in private industry. This has always been the case. To make matters worse, previous salary adjustments have given much larger percentage increases to the lower brackets than to the higher brackets, and have prohibited increases above \$10,000. The net effect has been to discriminate against the middle and higher brackets, in which the Government attempts to recruit, retain, and compensate those who carry the burdens of administrative, professional, scientific, and technical operations.

Furthermore, previous methods of salary adjustment which have adhered to a \$10,000 ceiling have resulted in a tight squeeze of nearly all top salaries against this ceiling. Heads of agencies and heads of bureaus in a good many instances can receive no more than some of their principal subordinates. Salary differentials, where they exist between top positions, are too small to reflect the obvious differences in scope and weight of responsibility and authority. This is an unreasonable and illogical situation. It would be cured by this bill.

On the other hand, if the \$10,000 ceiling were continued, this undesirable condition would be greatly aggravated by the enactment of this bill.

The country is now in the postwar period. The problems of reconversion are delicate and complex. The transition to a peacetime economy is not easy. The administration and supervision of the operations of Government—if they are to be conducted with real economy and effectiveness—require the best qualified persons that the Government can attract and retain. The qualities of extensive and successful experience, and of leadership and foresight that are necessary in top bracket positions demand substantial rewards everywhere. Government should be no exception.

While the Government has been increasing the magnitude and diversity of its activities and undertaking new programs of service to the Nation and its people, the salary structure for administrative, scientific, professional and technical personnel in the higher brackets has become obsolete by all reasonable standards.

The present salary ceiling of \$10,000 serves neither as equitable compensation for the work of top-flight administrators, engineers, scientists, and professional men, nor as adequate inducement in attracting them to the service, nor as adequate inducement to remain in the service after their value to the Government has been amply demonstrated. No more forward-looking step can be taken by the Congress than to raise the level of salaries in the higher administrative, professional, scientific, and technical levels.

This would be accomplished by this bill. It would apply an 18½ percent increase to all levels. It would permit this adjustment for salaries which are now at a \$10,000 or higher level, including those of heads of departments and agencies.

MINOR FEATURES OF THE BILL

The bill also (a) clarifies the Federal Employees Pay Act of 1945 so as to allow payment of the previously authorized

night pay differential, when the employee works at night in excess of 40 hours a week, or at night on a holiday; (b) provides that a full day's work on a holiday shall be paid for by a day's extra pay, instead of one-half day's extra pay as at present; (c) adjusts the rates of grades 9 and 10 of the Crafts, Protective, and Custodial Service, so as to restore proper differentials between the top grades in that service that prevailed prior to 1942; (d) includes vessel employees of the Department of the Interior in the group of vessel employees of other agencies paid according to practices of the maritime industry; (e) permits an employee to request and receive compensatory time off for irregular or occasional overtime work after 40 hours a week, instead of after 48 hours a week, as is now provided; (f) provides that the bill and other personnel or pay legislation of a general nature applicable to the executive branch shall also be applicable to the General Accounting Office; (g) in view of the fact that legislative employees generally work 6 days a week, makes permanent the temporary 10 percent additional compensation previously granted to legislative employees in lieu of overtime pay, and provides that it shall be computed on the full amount of aggregate salary, rather than only on the first \$2,900 as provided by present law; and (h) repeals the temporary 10 percent additional compensation in lieu of overtime pay, previously granted to judicial employees at a time when they generally worked in excess of 40 hours a week.

Again let me remind the House that the total cost of providing these adjustments at \$10,000 and above will be \$2,300,000 out of a total cost of \$420,000,000. The very key to good administrative policy in all these departments and agencies is to get well-trained, capable administrators. If you do not feel that \$2,300,000 is a good investment for top-flight scientists and administrators, then naturally you will want to vote against this provision.

Then, too, remember that we have in our Government today many research programs that vitally affect the national defense of America. The young men who were responsible for bringing about the atomic bomb were of an average age of 26 years. Just think of it. The average age of the scientists working on the Manhattan project was 26 years; and many of those men are ready to leave the Government because there is no future. They can go into private industry and earn up to \$15,000 or \$16,000. We hope by the provisions of this bill to give some future to these men so that they will have the opportunity of staying on with the Government. No one can deny the importance of retaining those men, especially insofar as the national defense of America is concerned. No one can deny the importance of research in any possible future war.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from West Virginia.

Mr. RANDOLPH. As valuable as are these research personnel and scientists in our Government, I desire to see them

remain in the Federal Government, but it is important also, is it not, that along with that group there have to be administrators who can really do a good job and to keep those administrators we must give to them an adequate salary just as we would give the scientists?

The CHAIRMAN. The time of the gentleman from Washington has expired.

Mr. RANDOLPH. Mr. Chairman, I yield the gentleman five additional minutes.

Mr. JACKSON. The gentleman is absolutely correct. It is impossible to have all these scientific personnel in a particular agency, for example, without having good administrators over them.

Mr. RANDOLPH. There are only 1,800 approximately who would be benefited by the breaking of the ceiling, is that not correct?

Mr. JACKSON. That is correct; 1,880 employees would be affected by the piercing of the \$10,000 ceiling.

Mr. RANDOLPH. Let us say for argument's sake that there are a few hundred in that number who individually, probably through their personalities, are not entitled to the increase. That would be so with the \$5,000 bracket, the \$3,000 bracket, or the \$1,500 bracket. We cannot predicate our pay raise on the individual. It can only be predicated on the job one is doing and that is the reason why your committee has very properly broken the ceiling, in order to give these people the amount which they should be compensated for the work they must of necessity do.

Mr. JACKSON. The gentleman is absolutely right. We had before our committee, I may say for the benefit of the members, General Groves, who headed the Manhattan project, Dr. Vandevor Bush, head of the Office of Research and Development, Dr. Condon, from the Bureau of Standards, all testifying that if they were going to be able to maintain key personnel in their department they would have to have some sort of salary adjustment.

Take Dr. Condon as an example, he comes, I believe, from General Electric or Western Electric where he made a salary far in excess of what he is getting now. He is now receiving \$10,000 as head of the Bureau of Standards. He came to the Bureau of Standards at a sacrifice, yet as the situation now stands, he cannot get more than \$10,000 in that particular office. He has a lot of outstanding men with him in that department who are similarly situated. That is true not only in the Bureau of Standards but it is also true in the War Department, Navy Department, and other departments. They would like to pay more but they cannot do so under existing legislation.

Mr. REES of Kansas. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from Kansas.

Mr. REES of Kansas. Of course, there was a great deal of discussion of that question. There was the proposal offered that the thing be handled in a practical way by appropriating specific funds, as I suggested a while ago, to the Army and Navy, and let those depart-

ments employ these scientists and pay them whatever they are entitled to for their services. We rather agreed, did we not, that it should be handled in a different sort of way. The gentleman does not contend, I hope he does not contend, that he is putting this bill through to increase all these salaries just to take care of a few scientists? Is that his observation?

Mr. JACKSON. Of course, the gentleman knows that is not my observation. I pointed out that we need administrators if you are going to maintain good scientists to do a job. The scientists work on a particular project and they have to have good administrators over them. This business of scientific research cuts into every branch of our Government. Since the atomic bomb, tremendous research must be made in the field of medical science, in connection with the problem of burns, the problem of clothing materials and so forth, which cuts across the entire Federal structure.

Mr. HERTER. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from Massachusetts.

Mr. HERTER. Is it not true that as far as the \$10,000 brackets are concerned there has been no pay increase since they were originally adopted in 1923, even in the 1928 pay change, and since the provision in 1945 when the only other pay change came? Is it not also true that since that time, with the increase in the income tax and the increase in the cost of living, \$10,000 today is worth about what \$5,000 was worth prewar?

Mr. JACKSON. The gentleman is absolutely correct. I might make this further observation. In the retroactive pay bill, that you all voted for yesterday except one, you provided retroactive pay for the people in the Federal postal service, which will cost about \$75,000,000. You can pay the salaries of these top key personnel that I have referred to here for the next 35 years on the amount that you allowed on this retroactive pay raise yesterday.

The CHAIRMAN. The time of the gentleman from Washington has expired.

Mr. RANDOLPH. Mr. Chairman, I yield the gentleman five additional minutes.

Mr. JACKSON. It goes to the heart of good personnel. If you cannot have good personnel you are not going to get good administration.

Mrs. ROGERS of Massachusetts. Mr. Speaker, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from Massachusetts.

Mrs. ROGERS of Massachusetts. I discussed with the gentleman yesterday the question of raises for the doctors, nurses, and other personnel of the Veterans' Administration, and he assured me if any amendment was necessary he would accept it. But I see in the report that the Veterans' Administration and the foreign-service personnel will receive the increases. It is very vital in both instances, I think. We are not going to get the type of doctors, dentists, and nurses and other personnel in the Veterans' Administration to care for our dis-

abled if we do not pay them enough, and that is true also of our foreign-service officers.

Mr. JACKSON. The gentlewoman is correct, and the people that she has made reference to, namely, the doctors, the dentists, and the nurses in the Veterans' Administration are included under section 4 of the bill.

Mrs. ROGERS of Massachusetts. And the foreign-service officers also?

Mr. JACKSON. That is right. They all set out on page 2 of the report.

Mr. SPARKMAN. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from Alabama.

Mr. SPARKMAN. I would like to ask the gentleman with reference to a provision found on page 3 of the bill which amends section 102 (a) of the Federal Employees Pay Act of 1945, by striking out a clause there relating to heads of departments or if independent establishments or agencies of the Federal Government including Government owned or controlled corporations. Particularly, would I like to ask the gentleman if that would bring under the provisions of this act the heads or the directors of such agencies as the Reconstruction Finance Corporation, the Tennessee Valley Authority, and the Inland Waterways Corporation.

Mr. JACKSON. I would answer the gentleman by saying this, that the idea of section 4 (b) is to include all heads of agencies, even though the agency as a whole is excluded from the Federal Employees Pay Act of 1945 by section 102 of that act. In other words, as I interpret the bill—and that was the intention of the committee—is to make possible salary adjustments for the agencies the gentleman has referred to.

Mr. HOFFMAN. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from Michigan.

Mr. HOFFMAN. If my understanding is correct, the gentlewoman from Massachusetts [Mrs. ROGERS] was inquiring a moment ago as to whether the increases here would adequately take care of those who were administering veterans' legislation; is that correct?

Mr. JACKSON. That is correct. The gentlewoman had specific reference to the people who were outside of the Classification Act, who are now paid, incidentally, beyond the \$10,000 salary limitation. The gentlewoman's inquiry was with reference to those people who were excluded and given special salary adjustments; namely, the doctors, the dentists, and the nurses. All other people in the Veterans' Administration are under the Classification Act, hence they are covered by this bill.

Mr. HOFFMAN. In the hearings which the gentleman held on this bill, and in the inquiries which he made among the Members, did he find anyone who was opposed to increasing pay legislation that was thought necessary to take care of the veterans? Did the gentleman find any opposition to any veterans' legislation anywhere?

Mr. JACKSON. Opposition to veterans' legislation?

Mr. HOFFMAN. Yes, in connection with this bill, I mean.

Mr. JACKSON. This committee did not discuss the matter of veterans' legislation. We are dealing only with personnel.

Mr. HOFFMAN. There are increases in here for veterans who are administering the Veterans' Act, are there not?

Mr. JACKSON. That is right.

Mr. HOFFMAN. You did not find anyone opposing that, did you?

Mr. JACKSON. As a matter of fact, there was no opposition to the bill at all. The committee hearings lasted a full week. Full publicity was given to this matter. The truth of the matter is that you are not doing any more in this bill than you did yesterday, except that you raise the ceiling beyond \$10,000, and that costs \$2,300,000 additional, and except that yesterday you voted to make the pay retroactive, and we are not voting in this bill to make it retroactive. I merely call that to the attention of the Members. I think perhaps it is unfortunate that the employees of the Federal Government outside of the postal service do not have as effective representation as those in the postal service. Maybe for that reason there is not the unanimity that there was yesterday. As I recall, yesterday in this House everyone with one exception was for that bill, and I am sure they had reason to be for it. The postal employees deserve an adjustment. But I am trying to point out to the members of this committee that the salary adjustments here are the same as far as percentage is concerned. The postal pay bill provided for a percentage increase of 18 percent for them. This provides an 18.5 percent increase. The postal employees got a 19 percent increase a year ago, and these people got an increase of 15.9 percent.

Mr. HOFFMAN. The point I was trying to get at is, did you find that anyone in this House has a monopoly on the desire to aid the veterans? That is the gist of my whole inquiry.

Mr. JACKSON. I do not suppose anyone has a monopoly on anything in this House. I think we all try to be as fair as we can on these matters.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from South Dakota.

Mr. CASE of South Dakota. May I ask the gentleman with respect to the language, "including Government-owned or controlled corporations," will that make the increase applicable to the employees of the farm loan associations.

Mr. JACKSON. The farm land bank?

Mr. CASE of South Dakota. Yes; the land bank; and also the farm loan associations.

Mr. JACKSON. That is correct.

Mr. CASE of South Dakota. What will be the effect on the employees of the Canal Zone?

The CHAIRMAN. The time of the gentleman from Washington has expired.

Mr. RANDOLPH. Mr. Chairman, I yield five additional minutes to the gentleman from Washington.

Mr. JACKSON. The employees in the Canal Zone that are under the Classi-

fication Act would be increased. Their salaries would be increased directly by this bill. The employees that are under the wage-board provisions of the act would be treated like all other wage-board employees, namely, their salaries would be subject to adjustment by the respective wage boards.

Mr. CASE of South Dakota. Under the agreement with the Panamanian Government this bill would also extend this increase to the native Panamanians?

Mr. JACKSON. That is not correct, because the native Panamanians are paid under a different arrangement than the Americans in the Canal Zone. They are under the wage-board provisions. They are not affected at all by this bill. Does that answer the gentleman's question?

Mr. CASE of South Dakota. I just wanted to get that established.

Mr. JACKSON. I wish to assure the gentleman that the native laborers are not affected by this bill, because they are under the wage-board provisions and are subject to wage adjustments in the Canal Zone by the Governor of the Panama Canal Zone.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from West Virginia.

Mr. RANDOLPH. I simply want to clear up a matter which is continually discussed, and that is the breaking of the ceiling in this legislation. Is it not true that the postmasters, just to use that one class as an example, getting \$10,000 were raised yesterday above the \$10,000?

Mr. JACKSON. That is correct, and the salaries of postmasters receiving \$12,000 were increased yesterday beyond \$12,000.

Mr. O'BRIEN of Michigan. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from Michigan.

Mr. O'BRIEN of Michigan. Just to clarify that, they were not raised by 18.5 percent, they were raised by \$400, which might amount to 3, 4, or 5 percent.

Mr. JACKSON. That is correct, but what I called to the attention of the Committee was the fact that the same percentage applied. The increase was roughly around 18 percentage points.

Mr. O'BRIEN of Michigan. It was above 18 percent computed on the salary of the \$2,500 employee, but higher than that it was progressively less.

Mr. JACKSON. The over-all average given to me by the Bureau of the Budget, which I had requested in order to compare the two rates, was 18 percent. That is the information given to me. I wanted to compare the two salary scales. Last time, the Federal employees got an increase of 15.9 percent and the postal employees a 19-percent increase on an average. The total given the postal employees is greater than that given to the other employees of the Federal Government.

I yield to the gentleman from New York [Mr. COLE].

Mr. COLE of New York. Has the gentleman discussed the relationship between this increase and the one granted in the previous act effective as of July, that is, the relationship between these

two increases and the apparent Government policy with regard to wages and wage increases?

Mr. JACKSON. Yes, I did. I will say that the last increase provided for an adjustment of 15.9 percent which is in conformity with the Little Steel formula; that is, graduated to take care of the entire group. It amounted to 15.9 percent increase. The present percentage is in conformity with the present stabilization policy and it is not exceeded. As a matter of fact, the recommendations from the Government agencies and from the various employee representatives was for 20 percent on up. The total increase given to these employees will still be about 18 percent less than what was given to employees in private industry, assuming that this is granted.

Mr. REES of Kansas. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from Kansas.

Mr. REES of Kansas. The gentleman from Washington has suggested that the increases made in the bill considered yesterday amounted to about 18 percent.

Mr. JACKSON. That is the information given to me by the Government agency.

Mr. REES of Kansas. But the fact remains that no one in the entire group was increased by an amount of more than \$400, while under the bill under consideration today we increase them up to \$1,000.

Mr. JACKSON. That is correct. One thing I think the Members of the House should realize is that the big percentage of increase in cost is in the lower brackets. Sixty-one percent of all your employees in the Government receive \$2,100 and less.

Mr. REES of Kansas. That is the group I am trying to protect.

Mr. JACKSON. Might I say further to the members of the committee that you have pierced the ceiling in the postal field. There are postmasters who receive more than \$10,000. They should receive it because in a big city where you are doing \$50,000,000 of business you need to pay that much.

I yield to the gentleman from Florida [Mr. ROGERS].

Mr. ROGERS of Florida. I believe the gentleman stated that in the case of a postmaster who was getting \$10,000 a year, he would be increased \$400 under the bill which was considered yesterday. Would the gentleman be averse to amending this bill so as to provide for a general increase of \$400 instead of putting it on a percentage basis and have that increase apply to all employees?

Mr. JACKSON. No; I think it is a matter of being logical and consistent. The Members of the House know that the cost of living for the people in the \$10,000 bracket has gone up tremendously the same as it has for people in the lower brackets. I think they ought to get the same percentage of increase. I do not know of any more equitable and fairer way because, may I remind the gentleman from Florida we gave a graduated increase to the employees in the Federal service last June which became effective July 1. That was the 20, 10, and 5 basis. The people in the \$1,200 bracket got 20

percent, and the people up in the \$6,000 and \$7,000 bracket got only an 8 percent increase. The committee felt that this time it ought to be straight across the board because there are a lot of personnel in professional categories that did not get a fair break under the last bill. From the point of view of cost, it does not cost any more to make it straight across the board than it does to graduate it. It is a good policy, which we want to follow.

I yield to the gentleman from Georgia [Mr. TARVER].

Mr. TARVER. The question asked by our colleague the gentleman from Florida, is one which has been troubling me. The gentleman says it will not cost any more to provide for a \$400 increase straight across the board than to provide for the increase as suggested in the present bill.

Mr. JACKSON. I would not want that to be said. I cannot answer that. The point I am making is that it does not make any difference, as it stands now, in the cost, to make it graduated or straight across the board if you use the same percentage.

Mr. TARVER. The gentleman's bill will give most of this money, or an undue proportion of the money, in my judgment, to those who are drawing the higher salaries. I want to know how the gentleman can differentiate—I think he has not done so successfully as yet—between these other Federal employees and the postal employees, and why he thinks it is fair to provide for a \$400 increase straight across the board for the postal employees and it would not be fair to provide the same kind of increase for all other Federal employees.

Mr. JACKSON. First, you have a different type of salary structure in the postal service. Practically all of them are around \$2,500, or in that general category. In the Federal service you have an entirely different situation, as the gentleman knows. They run from \$1,200, or a little less, on up to \$10,000 at the present time. As far as the cost is concerned, I want to clarify that right now. The bulk of the cost of this bill relates to employees paid \$2,100 and less, and to raise the \$10,000 ceiling will cost \$2,300,000 out of a total cost of the bill of \$420,000,000.

The point I am making is that to adjust these salaries in the higher brackets is but a fraction of the total cost of this bill. I think the gentleman, if he considers the sum of \$2,300,000 as contrasted with \$420,000,000, will say it is a pretty small part of the cost of the entire bill.

The CHAIRMAN. The time of the gentleman from Washington has again expired.

Mr. RANDOLPH. Mr. Chairman, I yield the gentleman three additional minutes.

Mr. MURRAY of Wisconsin. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield.

Mr. MURRAY of Wisconsin. Do I read correctly that the Secretary of Commerce, Mr. Wallace, will get an increase of \$4,000 a year in salary out of this bill?

Mr. JACKSON. Roughly, that is correct.

Mr. MURRAY of Wisconsin. And the Secretary of Agriculture will get a \$4,000 increase?

Mr. JACKSON. Obviously. We would not discriminate between Members of the Cabinet.

Mr. MURRAY of Wisconsin. I just wanted to comment on why we should give Secretary of Agriculture Anderson \$4,000 increase when he is showing opposition, as he is, to the Pace amendment, which would give the farmers an increase of \$200.

Mr. JACKSON. I do not think that is quite relevant at the moment.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield.

Mr. CASE of South Dakota. The civil functions bill, as approved by the House and Senate, carries this language:

That all citizens of Panama and the United States rendering skilled, technical, clerical, administrative, executive, or supervisory service in the Canal Zone under the terms of this act (a) shall normally be employed not more than 40 hours per week, (b) may receive as compensation equal rates of pay based upon rates paid for similar employment in continental United States plus 25 percent.

In other words, I think the effect of this is to create this increase for the citizens of Panama, employed in Panama, and pay them 25 percent above what those same persons would receive who are employed in continental United States.

Mr. JACKSON. I may say to the gentleman that the gentleman from Massachusetts [Mr. HERTER] and myself talked to the Governor about this matter. The gentleman from South Dakota takes the position that this bill will raise the salaries of the so-called silver employees. As I recall, we had a specific provision excluding Panamanian employees from the provisions of this bill except those under the Classification Act. The per diem employees are under the Wage Board, and in addition, the employees who are non-Americans are under the Wage Board.

Mr. HERTER. The gentleman is correct. The silver employees, as I recall it, are not under the classified service at all. There is no contributory pension fund arranged for them. They are paid on a set schedule that is arranged by the Wage Board and not the classified service.

Mr. CASE of South Dakota. I am afraid there is some confusion.

Mr. JACKSON. I will say we included the employees of the Panama Railroad and excluded the employees of the Panama Canal Zone in the previous bill, and that still applies in the present legislation.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield.

Mr. CASE of South Dakota. How does he explain away language which reads:

All citizens of Panama and the United States rendering skilled, technical, clerical, administrative, executive, or supervisory service on the Canal Zone under conditions (a) normally if employed not more than 40 hours per week (b) may receive as compensation equal rates of pay based upon rates

paid for similar employment in continental United States plus 25 percent?

Mr. JACKSON. I would have to study the provisions under his bill a little more. I say there is nothing in this bill that will apply to that situation. The gentleman is referring to language in an appropriation bill, I assume.

Mr. CASE of South Dakota. I am referring to the language in the Civil Functions Act that seems to me would make this increase apply to employees in Panama. It refers to rates paid for similar employment in the continental United States, plus 25 percent.

Mr. JACKSON. Let me say to the gentleman that that language does not tie in with this bill because those employees are not under the Classification Act. Can the gentleman point to any language in the act he has before him which places those employees under the Classification Act of 1923?

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield.

Mr. WHITTINGTON. The gentleman has referred a number of times to the postal increase bill passed on yesterday as a precedent for this bill. Would it be satisfactory to the gentleman, and would the gentleman accept it, if we provided for the same increase of \$400 straight across the board which we provided in that bill?

Mr. JACKSON. No; obviously I do not think it would be fair.

Mr. WHITTINGTON. Then we ought to dismiss that as an argument in favor of this bill.

Mr. JACKSON. It is fair to say, I may say to the gentleman from Mississippi, that the percentage that is applied is identically the same.

Mr. WHITTINGTON. With all due deference the difficulty is that the gentleman adopts the percentage when it suits him and then rejects it when it does not.

Mr. JACKSON. Does the gentleman realize that the bill we passed yesterday is made retroactive to January 1?

Mr. WHITTINGTON. The gentleman is quite well aware what he did in the matter of the bill for the postal employees, but that is entirely different from the proposition pending in this bill.

Mr. JACKSON. It makes quite a difference. If we made this bill retroactive it would mean an additional \$250,000,000. This bill does not take effect until July 1.

Mr. MASON. Mr. Chairman, will the gentleman yield on that statement?

Mr. JACKSON. Certainly.

Mr. MASON. If the bill were made retroactive as the bill was made yesterday—

Mr. JACKSON. I am talking about this bill.

Mr. MASON. Yes; and the provisions of this bill still maintained it would be only one quarter of the total, the total the gentleman has given us is \$420,000,000. One quarter of that is \$105,000,000. Only 3 months of the year have gone by.

Mr. JACKSON. But remember this bill does not become effective until July 1, 1946, which makes one-half instead of

one-quarter. I think the gentleman's percentages are incorrect.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield further?

Mr. JACKSON. I yield.

Mr. CASE of South Dakota. On the point we were discussing a moment ago, it seems to me whether or not this specifically covers the employees at Panama, the matter is covered by the language which reads that they may receive as compensation equal rates of pay based upon rates paid for similar employment in the continental United States plus 25 percent.

Mr. JACKSON. The answer to the gentleman's question I may say would be an administrative matter that the Governor of Panama could take care of. If he wanted to give these people an automatic increase he could do so. If the Governor of the Panama Canal in his administrative discretion desired to give that increase he naturally could do it. It simply sets the pattern.

Mr. TABER. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from New York.

Mr. TABER. According to the tables that appear in the report the higher salary brackets are practically 10 percent above even what Senator Downey proposed. Is not that correct?

Mr. JACKSON. That I believe is not correct. The Downey bill provided for a 20-percent increase, if I am not mistaken.

Mr. TABER. He provided for an increase which ran up as high as 44 percent in some brackets and down as low as 17 percent in other brackets on the basic salaries.

Mr. JACKSON. The gentleman is referring to the Byrd amendment to the bill.

Mr. TABER. No.

Mr. JACKSON. The bill as passed by the Senate is graduated, known as the Byrd amendment, and I think the distinguished Member from Kansas would agree that is the situation. Senator Downey introduced a flat 20-percent bill and the Senate substituted the other.

Mr. TABER. It was a 20-percent bill above a certain figure, yes, and it resulted in a graduated scale above the basic salary just like this does.

Mr. JACKSON. I think the gentleman is in error.

The CHAIRMAN. The time of the gentleman from Washington has again expired.

Mr. REES of Kansas. Mr. Chairman, I yield such time as he may desire to the gentleman from Vermont [Mr. PLUMLEY].

Mr. PLUMLEY. Mr. Chairman, I ask unanimous consent to speak out of order.

The CHAIRMAN. Is there objection to the request of the gentleman from Vermont?

There was no objection.

BRASS HATS AND THE CASTE SYSTEM

Mr. PLUMLEY. Mr. Chairman, 60 percent of the alumni of Norwich University, the oldest civilian military-collegiate institution in the United States, fought in World War II. Included in this group

were 16 generals, 170 colonels, 210 majors, 314 captains, 538 lieutenants, and 425 others, of military age. What a record—and not a brass hat in the group. Look at this list of generals:

A LIST TO CONJURE BY

Maj. Gen. Edward H. Brooks; Maj. Gen. Ernest N. Harmon; Maj. Gen. Earle E. Partridge; Maj. Gen. Isaac D. White; Maj. Gen. Seth Williams, Marine Corps; Rear Adm. Clifton A. F. Sprague, Navy; Brig. Gen. John D. Barker; Brig. Gen. Harvey B. S. Burwell; Brig. Gen. Frank S. Clark; Brig. Gen. Robert H. Dunlop; Brig. Gen. Donald F. Fritch; Brig. Gen. Guy I. Rowe; Brig. Gen. Clyde E. Selleck; Brig. Gen. Frank Whittaker; Brig. Gen. Murray C. Woodbury; Brig. Gen. H. Den-ny Campbell, Marine Corps.

What a record these and all other Norwich men have made. Civilian graduates of a civilian-military-collegiate institution, prepared to defend their country, protect themselves, and to discharge their obligations of citizenship, they have demonstrated the value of military training of the civilian component.

As an alumnus, and former president of Norwich, I am proud of them. I say, without fear of contradiction, that Norwich's record in all the wars since its establishment in 1819 equally justifies its program and is outstanding.

I therefore resent the attacks on the so-called brass hats "of whom there must be which" as the saying goes. These officers from Norwich University must of necessity be included in that appellation. Since they contributed so much to win the war they really need no defense. These Norwich men were civilian-soldiers, trained to serve as citizens in time of peace, and as soldiers in time of war, to defend the rights of all civilians. Their accomplishment is the complete and perfect answer to all objectors to civilian military training in preparation for citizenship. All Norwich men are qualified officers. They graduate as reserve officers to undertake their duties as civilians.

I speak today in defense of the civilian soldiers from Norwich and VMI and West Point, and all other similar institutions, who primarily as citizens from the old home towns, fitted themselves to defend this country; who made good, and are not to be called names in my presence as brass hats, by a group of snipers, without a reply from me, lest my silence be taken to mean assent.

QUALIFIED CITIZENS

In my opinion, as a Norwich alumnus, no man is really a qualified citizen who does not measure up to all the responsibilities of his citizenship, if physically and mentally qualified therefor.

A country worth having and living in is worth fighting for—if and when the occasion therefor arises. Every man fit for it, not so trained and qualified, does himself and his country a disservice because of his lack of proper preparation for the full discharge of his obligations and duties as a citizen, military and civil.

So, Mr. Chairman, while I respect the right of every man to entertain such opinions with respect to military training as he chooses, I naturally resent the uncalled for attacks upon these officers who

made victory possible, expedited the winning of the war, blazed the trail leading to perpetual peace.

THE ALLEGED CASTE SYSTEM

Since I feel as I do, I have been collecting information in order to know whether or not the attacks on the alleged caste system and the officers branded as brass hats are justified. In my opinion, they are not justified. They are uncalled for in the premises. This is not to say that injustices have not been perpetrated. It is not to defend the martinets who never learned how to use power, except to abuse it. It is not to condone the misuse and abuse of power by those in whom no authority should have rested. Such abuse is not to be attributed to those who learned their duties and obligations as a result of proper training for service as citizens and soldiers.

OPEN SEASON FOR SNIPERS

But, Mr. Chairman, there is no question about it, we find ourselves in the midst of the sniping season. Kipling's immortal Tommy Atkins has come home from the wars, and the heroes of yesterday are being whittled down to size by those articulate dispensers of wisdom's pearls, the "Monday morning quarterback."

No sport is less hazardous nor so filled with opportunities for broken-field running, without fear of being tackled, than that indulged in by the "second guessers." The actions of yesterday are reaping the whirlwind of that action and its every gust is being fanned by the calculated efforts of those who seize the opportunity presented by confused national thinking to further personal plans and ambitions, whether noble or ignoble in concept.

The national scene affords a fertile ground for the planting of seeds which will at harvest time produce such a crop of weeds as this Nation has never yet experienced. It behooves us to stop, look, and listen. Such slogans as "Bring the boys home," "No daddies—no votes," "Down with the big brass," "Democratize our armed forces," "Eliminate the caste system," and so forth, arise from the natural release of pent-up irritation incurred during the longest period of individual subordination ever experienced by a people whose creed is individuality. Their coinage is made possible by a hysteria which arises from joy over release but which is too often being interpreted as a considered demand for drastic and perhaps tragic action to change time-proven institutions. And so I say again, it behooves us to stop, look, and listen.

FACTS

To illustrate this admonition more specifically let us examine some of the facts pertinent to a now oft-heard charge that our military system harbors an officer caste which is contrary to our democratic way of life and threatens the future effectiveness of our armed forces. It is my opinion that for the most part charges of this nature have served as an emotional outlet for those individuals who, without ulterior motive, strove to express the temporary resentments incurred by reason of forced in-

duction during war emergency into a service whose discipline and customs were sharply in contrast to their previous environment. On the other hand, I am equally convinced that the same catchwords and feeling to which these men give expression are being fostered and spread deliberately for ulterior purposes, namely the demoralization of our armed forces and the discrediting of a system which developed the very leadership which won the war.

In any case, whether the result of healthy emotional release by men anxious to get home to their families and the peace for which they fought, or whether fostered by men with treasonous motives, it behooves us to know the facts.

QUESTIONS

Is there an officer caste in the United States Army?

Is there an officer caste system?

Does the Army breed a caste which separates officers and enlisted men beyond the necessities of discipline and disparate responsibilities?

Does Army brass mean anything more than good American slang used to characterize officers responsible for command?

Is there really a gulf between officers and enlisted men which justifies the resentment apparently implied in the use of these terms?

Is there, in short, anything really wrong with our Army officers? Have they become Prussianized? Do they have unfair and undemocratic privileges not accorded enlisted men, and are they a class apart?

Where do the officers of the American Army come from? How are they chosen? And who are they, anyway? What are the facts?

THE ANSWERS

Here are some of them:

During the period December 1941 through August 1945, approximately 10,400,000 served in the Army. Of this number, some 970,000 served as officers. Let us examine this latter figure.

To repeat, during the period December 1941 through August 1945, some 970,000 individuals served as officers in our Army out of a total of 10,400,000 who served in that Army.

Of these, 18,000 were officers of the Regular Army, less than 1 in 50.

Of these Regular Army officers, half were West Pointers, less than 1 in 100. Nine thousand West Pointers and 18,000 Regular Army officers altogether in an army of more than 10,000,000 men.

What about the other 952,000 officers? If there is an Army caste, it must have included them, since there are not enough Regulars to count when totals are considered.

There were 28,000 female officers. Nobody calls them "Army caste," so they can be counted out. That cuts the total to 924,000 officers still unaccounted for. Was this the caste?

There were 72,000 doctors, dentists, pharmacists, chaplains, and veterinarians, all commissioned directly from civil life. These are folks from your home town, or somebody else's home town. You and your neighbors know them. They preach to you, fill your teeth, look

after your animals, make up your prescriptions, and treat your families when ill. No caste there!

So that knocks the figure down to 852,000, after eliminating the foregoing groups—still enough for a caste if there is a caste. Where do they come from, and why?

Well, 24,000 of them were business and professional men likewise from the old home town—lawyers, chemists, engineers, scientists, a few business executives, a handful of experts of other sorts. Any caste there? Not that you could notice.

There are 828,000 left. That must be where the caste comes in. Let us see about that.

Two hundred twenty-seven thousand of them were officers from the Reserve Corps and the National Guard. The old home town again. Cannot get away from it. Everybody knows them. They came out of your own homes, leaving business or profession or work bench to put on a uniform in a democratic Army and help to do the job that had to be done.

We are getting down now. But after subtracting the 227,000 from 828,000 there are still 601,000 officers who got their commissions somewhere, and who came from somewhere, and who must be the caste that everybody talks about.

It is a sad story. The caste about which a minority of the GI's complain has been discovered after all. Over 62 percent of the "brass." All in one big lump. All from a single source. Who are they? Exenlisted men. Every one of them.

All of these officers were enlisted men of World War II who completed courses in officer candidate schools or air training schools, or who won promotions to officer grade on the battlefield, or who were commissioned after long service as enlisted men in the Regular Army.

As a matter of fact this figure is misleading. I have neglected to take into consideration those officers included in previously deducted totals who also served as enlisted men between December 1941 and August 1945 prior to obtaining their commissions. The actual figure is this: Out of 970,000 who served as officers in our Army during the period December 1941 through August 1945, approximately 76 percent, or 737,000, were appointed from enlistment status.

TAKE A LOOK AT THIS, ENLISTED OFFICERS

More privates became officers than in all of the previous wars of our whole history, and there was more opportunity for enlisted men to become officers than ever before in any army—and to rise to higher grades.

So this is the brass, and this is the officer caste, and this is the officer caste system against which a very few inveigh, some of them inspired by insidious influences working under cover to stir distrust of the best army that ever fought a war. Do not forget that.

Had it not been for these enlisted men who became officers, and for the other men who left their homes and business or professions to enter the Army, we could not have fought a war.

Generals Kreuger, Kenny, Hodges, McLain, Lear, Doolittle, and others whose names stand high in the Army record of performance all started their Army careers as enlisted men. It is self-evident on the basis of these facts that the American Army is the most democratic in the world.

Even the West Pointers come not from a privileged class, but from the ordinary homes of the Nation. I appoint them. At the Military Academy itself they stand on their own feet and fail or succeed on the basis of their own efforts, irrespective of origins. To choose only a few at random, the roster contains such names as Ankenbrandt, Boineau, Carusone, Dapprich, De Silva, Farinacci, Gomez, Janowski, Karsokas, Kopcsak, and Nazzaro, as well as O'Flaherty, Duffy, Roberts, Smith, Jones, Johnston, Thompson, Robinson, Williams, Eisenhower, Arnold, and others with which we are more familiar. The Military Academy system puts them into a common democratic mold, and they become in time the leaders of our Military Establishment, on whose training, judgment, and command ability we depend to win our wars.

AVERAGE AMERICANS

This is the "brass" we hear about—average Americans who, year in and year out, often obscurely until war strikes, carry on in the drudgery of war planning and Army administration and maneuvers in the mud, to keep the country safe and defend it in time of peril.

Americans who know this and think about it will attach less significance to talk of an "officer caste."

HOME-TOWN BOYS

What it all comes down to, of course, is that there is neither a caste system nor a caste in the American Army, since all officers come really from the same source, and, except for the small numbers of specialists and professional men who likewise come from back home, all are just home-town boys who have made good.

They change their uniforms and have greater responsibility when they become officers, but they do not change their characters or their habits or their democratic impulses.

They come out of the same democratic environment and return to the same home towns from which GI's come. Thousands of them are the fathers and brothers of GI's and the fathers and brothers of girls the GI's marry.

THE OLD HOME TOWN

So it is mostly "bunk," after all—the whole talk of a caste and a caste system. There cannot be a caste and a caste system in the Army any more than there can be in civil life. That is where the Army comes from—right from the old home town.

Mr. REES of Kansas. Mr. Chairman, I yield 5 minutes to the gentleman from New Jersey [Mr. CASE].

Mr. CASE of New Jersey. Mr. Chairman, this bill seems to be a good bill, and I hope it will receive strong support and be passed by the committee. The first thing I want to talk about very briefly is the figure of 18½ percent.

That figure on top of the average increase of 15.9 percent given last year means a total increase of a little over 34 percent; an increase of a little more than 34 percent in salaries that have remained the same since 1930. It compares with an increase, according to the Bureau of Labor Statistics, in the cost of living of something over 33 percent since 1941.

It is justified both as a measure for meeting the increased cost of living since 1941, and also because no salary increase has been granted since 1930; therefore, private-industry salaries and wages for comparable jobs have become higher than those in the Federal service. We are trying in a way to equalize, perhaps not entirely equalize, but come more to the point where the Government will approximate private salaries for similar jobs.

If we should take 17 percent instead of 18½ percent as the figure, which I think would not be justified as this is, the saving would only be \$34,000,000. It seems to me that this does not justify doing a job which is not a complete job. I believe, too, that a flat increase of 18½ percent is better than an increase of the sort that the gentleman from Kansas [Mr. REES] has suggested, or the one adopted by the Senate. Last July we did proceed on the basis of a graduated increase because what we were trying to do then was to make a little more tolerable the situation of the lower-paid employees. At this time we are proceeding on a permanent basis; we are proceeding on sounder ground; we are giving a flat increase applicable to all salary grades, which I think is the more important job to do.

We should not in the Federal service pay people just enough to live on in any salary group. We should improve the compensation for the people who are the real backbone of the Federal service, the people in administrative jobs, the people in supervisory jobs, the people who really run the Government. We should not any longer suffer them to have much less than people in comparable service in private industry receive. That is biting off our nose to spite our face.

Mr. HOFFMAN. Mr. Chairman, will the gentleman yield?

Mr. CASE of New Jersey. I yield to the gentleman from Michigan.

Mr. HOFFMAN. While these increases will not directly affect the cost of production, indirectly they do, and as they do, how can the gentleman justify an increase which will affect the cost of production as long as OPA will not give consideration to it when fixing the price of the finished product?

Mr. CASE of New Jersey. The article which these employees produce is kind of an intangible, sir, that I do not think permits the analogy which the gentleman suggests.

Mr. HOFFMAN. But indirectly they do, because the wage scale fixed by a municipality, State, or Federal Government, usually is given some consideration when these contract negotiations are opened. They do indirectly affect the cost of production, and the OPA takes the firm stand that it does not

make any difference what wages are paid or what the cost of the materials is, the finished product has got to be sold below cost. Now, how does that make sense?

Mr. CASE of New Jersey. It seems to me, sir, that this is not a case of industry following the Federal Government, but the Federal Government following the way that has already been taken by private industry.

Mr. H. CARL ANDERSEN. Mr. Chairman, will the gentleman yield?

Mr. CASE of New Jersey. I yield to the gentleman from Minnesota.

Mr. H. CARL ANDERSEN. A few months ago we heard much in the press about a group of distinguished Members of this House and the other body who were to aid in balancing the budget, and we found much criticism from members of the Committee on Ways and Means concerning the House Committee on Appropriations as to the fact that we cannot get closer to a balanced budget. How will this bill aid in achieving that which, in my opinion, is about the most important and pressing problem for the people of this Nation today?

Mr. CASE of New Jersey. I agree with the gentleman on the need and the vital need for balancing the Federal Budget and reducing our debt.

Mr. H. CARL ANDERSEN. But the gentleman has not answered my question. How will this bill aid in accomplishing that object?

Mr. CASE of New Jersey. If I have to answer the question the way it is put, and I will try to, I will say that you will always do better by having adequately paid and well equipped individuals in Government service, and that you will get the job done more economically, because one man of that sort can do the job of several inefficient people. The place to cut down on the Federal pay roll is not here. The place to cut down is in the Committee on Appropriations where the job can really be done. You do not save any money by hiring at low-wage rates a lot of incompetent people.

(Mr. CASE of New Jersey asked and was given permission to revise and extend his remarks.)

Mr. REES of Kansas. Mr. Chairman, I yield 5 minutes to the gentleman from Pennsylvania [Mr. FULTON].

Mr. FULTON. Mr. Chairman, this particular bill before us today is not a party measure. There is no attempt by any group or any faction of this Congress to take unto itself the sponsorship of this particular measure, but the measure is sponsored widely among all the Members, I hope. The basic problem before us today on H. R. 5939 is not the setting up of a pay rate for an isolated group in a vacuum. The problem is a challenging one of fitting this and other groups of our population into the revised system of distribution of goods and services that will be produced in this postwar era of prosperity and production which we are now entering. We have had the national administration set the wage pattern for private industry at approximately 18½ percent increase. The postal employees by almost unanimous vote of this House were given a raise in their pay, as you know, yester-

day, trying to meet this general wage situation. We Republicans that come from the cities of America as I do, coming from the city of Pittsburgh, one of the largest, iron, steel, mining, and industrial areas, including shipbuilding, in the whole United States, and in the whole world, feel that we do have a real problem here concerning the pay of a large part of our working population. Our districts are interested in good take-home pay, whether the employer be Uncle Sam or private business. Some Members coming from other districts, such as farming communities, that do not receive their incomes from things as mundane and limited as pay-by-the-month have a different problem.

In addition, when you find people working for the Government that live in farm areas, and who may get 25, 35, 45, even 50 percent of their income other than from the pay of the Government, say from the sale or production of farm produce, you get a different problem than we in the cities have. The expenses of Government workers in the cities are high, and that is where most of these civil-service workers live.

In respect to what my good friend from New Jersey [Mr. CASE] has emphasized, I want to state that I agree with him. May I read from the report of the Civil Service Committee, on page 6:

In fact, in spite of the basic-pay increases made by the Federal Employees Pay Act of 1945, 99 percent of Federal employees under the Classification Act now earn from 1 to 6 percent less than they did before July 1945, because of the general return to a 40-hour week.

It is now established that the rise in the cost of living between January 1941 and September 1945, is 33 percent. This figure is used in the official regulations of the National Wage Stabilization Board. In view of this rise in the cost of living, these regulations specify that salary or wage rates in private industry may be increased by as much as 33 percent over their January 1941 level.

On the basis of this official standard alone, it is clear that the Federal salaries affected by this bill have not kept pace with the increase in the cost of living.

I therefore favor the 18.5-percent increase, and favor it straight across the board, thereby again varying from the judgment of the learned gentleman from Kansas [Mr. REES], whose opinion I respect.

I believe the pay scale of civil-service Government employees should be set up so that you get properly paid people here and not just people that have a low ceiling placed over on them, so that Uncle Sam is known as the most poor and the most threadbare employer in the country. I want to see him the best employer, and I want to see these young scientists that are now working for the Government to see that there is a way of progress that they can advance and be respected in a career service, instead of being held down by a lot of old bureaucratic rules, that have been long established to hold the pay down regardless of ability.

When Members are talking of economy, I have heard not enough said of my House Resolution 171, about which the gentleman from New York [Mr. BENNET]

spoke, to investigate the Civil Service and give some of us on the committee the right to go in and see that proper, businesslike methods are used and get rid of some of these excess Government employees. Instead of using such an excess of vim, vigor and vitality against particularly the low-paid employees, I think we ought to check and see that properly trained industrial management people and experienced outside administrators look the Government over and get some good planning to stop some of this hodge-podge stuff we have today among our many bureaus.

Mr. REES of Kansas. Mr. Chairman, I yield 5 minutes to the gentleman from Illinois [Mr. MASON].

Mr. MASON. Mr. Chairman, my purpose in asking for this time is to clear up one point and one point only—that is the suggestion that the bill we passed yesterday increasing the postal employees' salaries is on all fours with or is parallel to this bill. I think that can easily be cleared up. For instance, the post-office bill provided a \$400 flat increase all through the service. That meant the \$1,500 man at the bottom got a 27-percent increase. The \$5,000 man in the middle got only an 8-percent increase, and the \$10,000 man got only a 4-percent increase. If you were to apply that same scale to this bill, you would have the same proportionate increase, but you do not do that. In this bill you give an 18½-percent increase across the board. What does that mean? In dollars and cents, it means that the \$1,500 man in the Government service as compared to the \$1,500 postal employee would only get \$270 instead of \$400. The \$5,000 man, as compared with the \$5,000 postal employee, would get \$925, which is more than twice what you gave the postal employee in the \$5,000 class. The \$10,000 man under this bill would get \$1,850, which is five times what you gave to the postal employee. They are not parallel on another basis. The Federal employees have ballooned during this war from 586,000 people, when I came to Congress 9 years ago, to over 3,000,000 people. You are proposing to give the 3,000,000 on the inflated pay roll of the Federal Government the 18½-percent increase, whereas in the postal service you had no ballooning during the war and you had no inflated condition. In fact, you ran part of the time during the war with fewer employees because they had joined the military services. So you are only offering the \$400 flat increase not to the people on an inflated pay roll but to the people on a deflated pay roll in the postal service. I, for one, am opposed to the present bill. I shall vote "no" on the question of its final passage if it is in its present situation. Only if it is a graduated increase and only if it is comparable to the \$400 increase to the postal service, which I voted for yesterday, will I vote for this bill. We passed that by a vote, I believe, of 368 to 1. I feel satisfied that if you will do the same for the Federal employees and offer them a \$400 flat increase all the way through, the vote on that bill then would be approximately the same as the vote we had yesterday on the postal bill.

Mr. LYLE. Mr. Chairman, will the gentleman yield?

Mr. MASON. I yield.

Mr. LYLE. Either the House was wrong yesterday or the House would be wrong today if we pass this bill in its present form. Is that correct?

Mr. MASON. That is correct. We were either wrong yesterday in voting for the flat \$400 increase for the \$10,000 man and the \$1,500 man, or we are going to be wrong today if we give the \$10,000 man a \$1,850 increase and the \$1,500 only a \$270 increase. I, for one, believe that we should take care of those in the lower brackets because, after all is said and done, these are bread and butter bills, and the \$10,000 man does not eat any more bread and butter than the \$1,500 man.

Mr. BENNET of New York. Mr. Chairman, will the gentleman yield?

Mr. MASON. I yield.

Mr. BENNET of New York. Does the gentleman realize we have raised these men in the lower brackets 44 per cent?

Mr. MASON. I realize all that. Yet, I am for a flat increase of, let us say, \$400 for the Government employees, as I was when I voted for the bill yesterday.

The CHAIRMAN. The time of the gentleman from Illinois has expired.

Mr. RANDOLPH. Mr. Chairman, I yield such time as he may desire to the gentleman from Rhode Island [Mr. FOGARTY].

(Mr. FOGARTY asked and was given permission to revise and extend his remarks.)

Mr. FOGARTY. Mr. Chairman, I read a news item in the Washington Post on Tuesday of this week which has given me cause for considerable concern. In the news item General Bradley is quoted as saying that there was altogether too much "double talk" in discussions and actions relative to veterans' affairs.

There is one phase of this "double talk" about which I would like to speak for a minute. It has to do with jobs for veterans. Most of the veterans I have talked with want nothing as much as they want a job. They want a decent job with a decent income, so that they can take care of their families properly, provide a home, and become substantial citizens of their communities and of their country.

They want some entertainment, too, some comfort, some pleasure out of life.

We all profess to be interested in providing these things for the returning heroes. They get parades and medals and cheers and promises, but some of the policies we pursue seem to be directly concerned with destroying their jobs and wiping out some of their pleasure.

These veterans remember that the last generation of fighting men returned to the welcoming committees and parades that followed the last war, but they soon discovered that the welcome included the denial of the right to buy a glass of beer in a taxpaying establishment. These men remember that their fathers and uncles—yes; and their women folks—were lured into the filthy hovels of chiseling racketeers through the "noble experiment" of prohibition, the worst blight that was ever inflicted on

the intelligence of a self-governing people.

These veterans wonder if they are about to be treated to the same hypocritical buffoonery as met their fathers. They see considerable evidence that there are those abroad again who would attempt to lead them by the nose back into the pit of another prohibition era.

Many of these veterans like a glass of beer, but, what is of far more importance, a great many of them work for the breweries that manufacture beer. Many more work for distributors, restaurants, retail stores, transportation systems, and other industries which serve the brewing industry, and in the midst of all the "double talk" to which General Bradley called attention these veterans are being denied the right to get a glass of beer in a legitimate establishment, and many of them are being forced into the streets to look for another job.

There is not anyone who begrudges feeding the children of Europe and Asia. There is not an American alive who would not gladly go without a meal a day if it would help to keep some unfortunate kid alive anywhere in the world. But they do ask questions when they are confronted with evidence that the restrictions recently placed on the production of beer cannot contribute anything to the relief of suffering people anywhere.

I have read some other rather shocking information relative to the order curtailing the manufacture of beer. This curtailment was ordered, we are told, in order to save grain which was needed to feed starving people in war-torn Europe. Some of these articles I have read have caused me to ask questions. I know the veterans who have lost their jobs are asking the same questions. I have received a good many wires and letters from veterans in my own State questioning the justice behind this move which has cost them their jobs.

I want to read to you some facts from an article which appeared recently on the front page of a New York newspaper:

By its order reducing the production of beer 30 percent, ostensibly for the purpose of saving grain for the people of Europe, the Government can hope to save only eight ten-thousandths of 1 percent—yes; that's right; eight ten-thousandths of 1 percent—of the United States wheat crop, based on last year's figure. Moreover, the grain thus withheld from the breweries by this decree will cost the National and State Governments an estimated \$23 a bushel in the loss of excise taxes alone. (This does not begin to touch the losses in income taxes, etc.) The plain truth of the matter is that the breweries in this country use for the manufacture of beer an infinitesimal amount of grain—wheat—which can be used for human food. Many of them use none at all.

There is a statement published under a byline on the front page of a New York City newspaper. Similar statements have appeared in the newspapers throughout the country. Recently we received similar evidence in a news letter which was mailed to our offices. It causes me to wonder what is behind all this.

It is evident, if these statements are true, and I assure you I have asked the Secretary of Agriculture for the facts as

he knows them to be, if they are true how can we explain our double talk about our interest in veterans. How can we claim we are interested in providing them with jobs, when we sit by while many of them are forced out of work? How can we claim we are solicitous for their happiness when we deprive them of a bottle of beer—if such is their desire?

More than half of the ingredients used in the manufacture of beer consist of malt, and malt products are derived solely from barley. You know that mighty little barley is used for human consumption.

Throughout the country last year the brewers used 39,000,000 pounds of hops, and I am advised that hops have no human food value whatever. In considering the far-reaching effects of this order do not lose sight of the effect it will have on the industry which produces those 39,000,000 pounds of hops—and its hundreds of employees and those dependent upon that industry in varying degrees.

The brewers last year used about 400,000 tons of corn—but it is the type generally used for feeding livestock. It is not the grade of corn used for human consumption.

There is another factor in this situation which is worthy of some consideration. In foreign countries our Government has permitted the operation of breweries. Presumably, these breweries, in Germany, Japan, Holland, and elsewhere, operate in the midst of starvation and they are using materials which are forbidden to Americans. I will hazard a guess that the ingredients are exported from this country.

Not only that, but beer produced in foreign countries is exported to the United States. In December of 1945, Canada and Mexico shipped 356,000 gallons of beer into this country. I am informed beer is being shipped from Holland to the United States now and presumably Holland does not have the grain or other ingredients with which to manufacture this product.

There is another element. I quote from the article I referred to previously:

The breweries return 40 percent of all the grain they use. This is the so-called spent grain, greatly enriched by the beer manufacturing process, and it is sold to farmers for feeding livestock. Dairy farmers in particular are going to be greatly affected by the beer production cut, therefore, in that they will have 30 percent less of this spent grain for their cattle.

From these various pieces of evidence it begins to look as if the curtailment on production of beer is more a drive by the die-hard prohibitionists to re-inflict prohibition on the Nation. It is evident that the curtailment will not produce food for starving people of Europe. What it actually will do is deprive the United States Treasury of much needed revenue. It will feather the nests of the racketeers and black-market operators. But the honest American citizen—the veteran who has a job in any branch of this industry—will be made to suffer.

To me it looks like double talk. I intend to get all the information I can from all officials connected with the order.

When I have the facts I shall make them public and they had better be good if they are to satisfy the American public that this order is beneficial to anyone—except bootleggers and black-market pirates.

[Mr. HOOK addressed the Committee. His remarks will appear hereafter in the Appendix.]

Mr. RANDOLPH. Mr. Chairman, I yield 5 minutes to the gentleman from West Virginia [Mr. NEELY].

(Mr. NEELY asked and was given permission to revise and extend his remarks.)

Mr. NEELY. Mr. Chairman, the House yesterday made a halcyon day for the postal employees by passing a bill that provided for a substantial increase in their compensation. It had been my hope that this would be a similar day for the multitudes in the various other branches of the Government service. But some of the speeches which have been delivered during the last 2 hours cause me to fear that the opposition to the pending bill may, on the final roll call, disappoint my hopes and deprive thousands of underpaid, deserving Federal workers of increases in their salaries which are long overdue.

I am unconditionally in favor of the increases proposed for the scientists and experts who are indispensable to the efficient administration of governmental affairs, notwithstanding the fact that their salaries, if augmented, will average more than \$10,000 a year. But my greatest solicitude for the passage of the bill arises from my desire to aid those whose compensation is insufficient to enable them to obtain the necessities of life.

As recently as this afternoon a colleague informed me of a West Virginian who is employed by the Government in Washington who said to him a few days ago, "My take-home pay is \$62 every 2 weeks. I have had so little left after paying my room rent and board that it has been impossible for me to buy one good new dress for more than 2 years." Within the last 2 weeks a West Virginia husband and father told me that his salary, after deductions for taxes and social-security fees, was so meager that he and his wife and child had been able to enjoy the luxury of a moving-picture show but once during the last 12 months.

Unnumbered tragedies such as these are laying their heavy hands on those around us every hour in the day. The question of increasing the salary of an eight- or nine-thousand-dollar-a-year employee may merit debate. But there should be no quibbling about the granting of an increase of compensation, without which an employed woman cannot buy a new dress in 2 years, or an eager child cannot go to a picture show more than once during a year of his young life.

Every Member of the House knows that, as a rule, Federal employees are models of loyalty to their Government and diligence in the discharge of their official duties, and that they are thoroughly deserving of adequate compensation. No one present can be unmindful of the fact that thousands and thousands of these employees are underpaid and that many of them, notwithstanding

their unlimited efforts and their countless economies, are certainly and sadly losing in their grim struggle for survival. No argumentation should be necessary to convince a Member of this body that generous increases of compensation should be voted for these needy ones without delay. Discussion in their behalf should be as unnecessary as conversation was considered in the following story of a widowed mother of three children, a little girl of 12 years of age, another of 7, and a little boy who was 5 years old. The family was destitute. The mother was dying. She said to the older of the little girls, "You must find some way to support your little brother and sister after I am gone so that they won't have to go to an orphan's home." The little girl promised that she would do her best, and she nobly kept her word. After her mother's death she earned enough by industriously scrubbing floors and washing windows in neighbors' houses to keep herself and her little sister and brother alive. But as a result of exposure and overwork she was soon stricken with influenza, which rapidly developed into pneumonia. A generous doctor who knew her lent her his professional service without compensation. But he was soon compelled to tell her that she had but another night to live.

One of the women for whom the child had worked spent this last night with her. The pitiful sufferer said to the woman who was holding the little girl's hands, which were as rough as sandpaper, "I am not afraid to die. But I am so ignorant that I won't know what to say to Jesus when I get to heaven." The good woman said, "Don't worry, dear. It won't be necessary for you to say anything to Jesus. Just show him your hands."

Ladies and gentlemen of the House, it ought not to be necessary for the Federal employees whose salaries are in the lower levels to do more than show us their hands in order to impel us to pass the pending bill either in its present form or subject to amendments that will increase rather than diminish the additional compensation proposed for all those who are now notoriously underpaid. If I had a hundred votes and could divide every vote into a hundred parts and make every part a vote, I should enthusiastically cast them all for the bill, or for any other measure that would promptly provide the adequate relief upon which depend the comfort, the happiness, and the health of tens of thousands of deserving Federal employees.

The CHAIRMAN. The time of the gentleman from West Virginia has expired.

Mr. JACKSON. Mr. Chairman, I yield the gentleman from West Virginia three additional minutes.

Mr. NEELY. Regardless of what may be done for or to those whose salaries are comparatively high, let me entreat you to refrain from adopting any amendment or taking an action that would diminish any benefit proposed for those employees whose compensation is so inadequate that fear habitually overshadows them and want walks daily by their side.

Mr. MASON. Mr. Chairman, will the gentleman yield?

Mr. NEELY. I yield to the gentleman from Illinois.

Mr. MASON. I am proposing, my dear sir, to provide \$400 for these people the gentleman has been talking about in lieu of the \$270 contained in the bill for those in the lower brackets.

Mr. NEELY. Let me warmly commend the able and highly esteemed gentleman from Illinois for his desire to grant the most to those who are most in need. Thus the gentleman demonstrates that his philosophy is that of the Good Samaritan—the universal emulation of which would make the world rejoice forever.

Mr. RANDOLPH. Mr. Chairman, I yield such time as he may desire to the gentleman from California [Mr. OUTLAND].

[Mr. OUTLAND addressed the Committee. His remarks will appear hereafter in the Appendix.]

(Mr. OUTLAND asked and was given permission to revise and extend his remarks.)

Mr. RANDOLPH. Mr. Chairman, I yield such time as he may desire to the gentleman from California [Mr. HOLIFIELD].

Mr. HOLIFIELD. Mr. Chairman, I rise in support of H. R. 5939.

In my opinion this bill should be passed as proposed by the Civil Service Committee. It should not be drastically amended, although I would favor a minimum pay raise of \$400 annually to those whose total pay is less than \$2,000.

The increased cost of living, as shown by the Bureau of Labor Statistics, is 34 percent. The decrease in take-home pay due to loss of overtime is another serious factor in reducing the standard of living in the Federal employees' homes.

Unless the standards of Government pay is raised we will continue to lose to private industry the best of our Government employees. The efficiency of our Federal operation depends not on cheap help in terms of dollars, but valuable help in terms of efficiency.

I shall vote for H. R. 5939, and support all amendments to strengthen this legislation for the benefit of Federal employees.

Mr. REES of Kansas. Mr. Chairman, I yield 5 minutes to the gentleman from Illinois [Mr. DIRKSEN].

Mr. DIRKSEN. Mr. Chairman, I listened with profound interest to the gentleman from West Virginia [Mr. NEELY], and I believe he expresses my interest in this matter; at the same time, Governor, I think you add a little to my perplexities because I have been on the floor since this debate started and I cannot yet determine what the essential approach was on this bill, and whether it was to supplement salaries to the point of compensating and offsetting for increased living costs or whether it was just a general across-the-board wage bill. If it is the former, then, certainly, there is merit in the amendment suggested by the gentleman from Kansas [Mr. REES]; in other words, a greater increase in the lower grades, a somewhat less increase in the middle grades, and a diminished increase in the upper grades.

What we do there is to supplement wages or salaries so as to offset living costs, but you do not subsidize luxuries. I think that is the thing this Congress ought to have in mind when it deals with a bill that at the outset may very conceivably embrace \$430,000,000 in public funds. So I am going to give my particular attention to the amendment that will be offered by the gentleman from Kansas because I am inclined to believe it is fair in those brackets where the Congress can afford to be generous.

(Now, for the remaining time, I want to leave one other observation with you. Assuming that \$300,000,000 or \$400,000,000 or \$420,000,000 is pumped into the economic blood stream of the country it, of course, is going to add to the inflationary force to which Brother Bowles and Brother Porter have been addressing themselves to the country in the last few weeks just prior to the time that the House considers OPA. The Committee on Banking and Currency is holding hearings in a room in the House Office Building, fashioning amendments and getting ready to complete action on a bill that is to be brought in here possibly next week, and here we are going to do the very thing against which Mr. Baruch and a great many others warned us, and that is, to pump even more money into the blood stream of the country. The result will be what? The result will be exactly this, and I want the RECORD to show it, because a few months hence when this question will be raised from the rostrum of every State and municipality of the country, prices will increase, whether there is an OPA or no OPA, and they will increase whether OPA is extended by simple resolution or whether the basic act is modified substantially. Prices will increase even if Congress terminates OPA, but there will come a time a few months hence when we begin to confront the electorate and they will say to us, and particularly those who feel that there should be substantial revision in the Price Control Act, "You were one of those who helped to accelerate increases in prices." No; the acceleration is going to take place by the combined efforts on the part of everybody on both sides of the aisle of this House and the other body in the legislative branch when we approve additional hundreds of millions of dollars to be pumped into the economic life of this country, which is really and truly the great inflationary force with which we have to operate. I am mentioning it today because that argument is going to resound from this well within the next few days and it is going to reverberate all over the country for months to come until finally the political destiny of the House and the Senate has been determined by the electorate. But I want the CONGRESSIONAL RECORD for this 3d day in April 1946 to show my observation, at least, that despite Mr. Bowles and despite Mr. Porter we are adding to the forces that will make prices go up, even though OPA may be liquidated, when the House has expressed itself and the Senate likewise as to the destiny of this agency that says it has been holding the line. It

has been holding the line by simply keeping vigil as the price range goes up day after day and week after week. As evidence of that fact, examine the remarks inserted by the gentleman from Michigan [Mr. DONDERO] in today's RECORD. It includes a table of prices assembled by the Detroit News showing price increases of staple commodities of 133 percent since 1940. Making allowance for what increases took place between 1940 and 1942, when price control became effective, it is even then an astonishing increase and simply indicates that OPA has been standing by and watching them increase from year to year and seeking to give certain direction and to impose certain limits on increases. But the trend has been there for years, notwithstanding OPA.

It cannot be too strongly emphasized that no matter what the fate of OPA might be, there will be certain price increases for awhile until production can move into high gear. If OPA is in existence, it will grant price increases even as such increases are being presently granted in various lines of endeavor. If OPA is liquidated, it is only natural that some prices would increase to a point where they reflect current costs. Who will contend that this is unfair? In any event it is well to have this fact recorded before we begin our deliberations on OPA extension rather than afterward.

Now getting back to the pending bill, the gentleman from Illinois [Mr. MASON] used the phrase which is very timely. He spoke of the postal pay raise bill as a "bread and butter" bill and that the pending measure should serve the same function. If that be true, it is easy enough to test the fairness of the increases that would result to those in the higher pay brackets. Consider a Federal employee whose basic salary is \$8,000. Under Public Law 106 which is now in effect, his pay for the present fiscal year would be \$8,750. Under the committee bill he would receive \$10,368.75 or an increase of \$1,618.75 over and above his present pay. How much of that \$1,618.75 would be devoted to bread-and-butter purposes by one in that salary grade? Obviously that would be the test in the case of any person who is affected by the provisions of this bill.

Now let us take a person whose basic salary is \$2,500. Under Public Law 106 which became effective on July 1, 1945, he would presently be receiving \$2,870. Under the proposal for a percentage increase as carried in the committee bill he would be raised to \$3,400.95, an increase of \$530.95 above his present rate. This increase when averaged out over a 12-month period would be about \$45 per month. It must be quite obvious that such an increase is wholly justifiable because it does offset in the main the cost-of-living items which a person in that salary grade would have to purchase. The gentleman from Kansas is, therefore, on sound ground in suggesting a graduated scale of increases which is higher in the low-salary brackets and which diminishes in the higher brackets. This would be, in truth and in fact, an

effectuation of a cost-of-living increase as distinguished from the proposal presented to us by the committee.

I am frank to say that this bill does not deal with the basic problem which has been so long evident and that is a complete overhauling of the Classification Act of 1923. If this were done, proper provision could then be made for that scientific group about whom we have heard so much this afternoon. This would mean a liberalization of the whole basic act and the creation of new classifications which would be commensurate with the special skill, talent, and learning which specialists in this field possess. Salary scales could be created which might appear abnormally high and yet they are the answer to the competitive force which siphons good men out of Government into industry.

I favor a fair and equitable bill, and I am persuaded that the amendment which the gentleman from Kansas [Mr. REES] contemplates would measurably improve this proposal.

Mr. REES of Kansas. Mr. Chairman, I yield such time as he may desire to the gentleman from Ohio [Mr. SMITH].

Mr. SMITH of Ohio. Mr. Chairman, if this bill (H. R. 5939), passes, Federal employees will have received two salary increases within a period of about 9 months. The first increase averaged 15.9 percent for all Federal employees coming within the scope of the bill, about one and a quarter million. The present bill calls for an increase of 18.5 percent or a total of more than 34 percent.

If this bill passes it will bring the average annual income per Federal employee up to about \$2,525 per year, taking into consideration the Federal Government's contribution to the civil-service retirement fund.

Figures provided me by the Civil Service Commission indicate that there are roundly three million persons still on the Federal pay roll.

A hue and cry is constantly being voiced by certain Members on both sides of the aisle against the Federal bureaucracy, that it is eating out the substance of our people. It is an overgrown giant that we must destroy or it will destroy us. The tax burden that will be placed upon the people—somewhere between twenty-five and thirty-five billion dollars annually—will be so crushing as to materially lower the standard of living, notwithstanding all the ballyhoo we hear about social gains and all that sort of nonsense. The Federal Budget is still completely out of balance. The data relating to our financial condition are so lacking and uncertain as to throw the whole problem of Federal finances into a state of utter confusion.

I ask this simple question: Is it consistent to claim that the bureaucracy must be shorn of its power, that the Budget must be balanced and our finances put in order, and at the same time vote these salary increases for the very bureaucracy that we would destroy? Does not the increasing of these salaries further intrench the bureaucracy and make it that much more difficult to abolish?

Is not the premium on Government employment over that of private employment already large enough? This condition is sufficiently unhealthy and should not be worsened.

Would it not be more in keeping with sound statesmanship if the Congress postponed considering the granting of increases in salaries of employees until the Federal bureaucracy is reduced to its proper size, which should be considerably less than one million persons? It is one thing to raise the pay of those Government employees who are actually needed in the service but quite another to provide pay raises for the enormous excess of personnel now in the employment of the Government.

This Congress has a responsibility. It should put forth all of its energies to solve the difficult financial condition that confronts us. It is our bounden duty to our constituents and to the Nation to face this problem squarely and with courage. The exigency of the situation demands that we unflinchingly assume our duty.

Mr. REES of Kansas. Mr. Chairman, I yield such time as he may desire to the gentleman from California [Mr. JOHNSON].

(Mr. JOHNSON of California asked and was given permission to revise and extend his remarks.)

Mr. JOHNSON of California. Mr. Chairman, I believe that the bill before us is a sound piece of legislation. It has for its purpose the raising of the pay of Federal employees.

It raises the pay plateau of these employees 18.5 percent. Part of this increase is justified by the increased cost of living. Part of it is designed to raise the standard of living of these workers.

This legislation is really a result of the war. During the war—with all its tragedies and sacrifices—the general standard of living of our people was raised. The depletions made in our civilian economy by the war were so great that it will take a long time to get production up to the demand in many things. The result will be that we will have unbounded prosperity for some time to come. No individual and no group is responsible for this nor can they do much to impede this prosperity or increase it for that matter. Wage scales in all industries have risen. This increase is bringing our Government employees in line with what has been done for and by other segments of our population, private and public.

We must recognize that this will result in some rise in prices. The basic producers such as farmers, miners, and manufacturers will have to get increased prices to take care of wages and other costs that have been rising lately.

During this conversion period many adjustments will be made. When the matter finally levels off the general level of wages and prices will be higher and we hope that the standard of living will have taken another step upward to a new plateau of well-being.

The specific amendments that will be presented may change the general plan of the Committee and I intend to vote for or against them as the explanation and argument develop whether they will

strengthen or weaken the general plan submitted by the Committee in its bill.

Mr. REES of Kansas. Mr. Chairman, I yield 5 minutes to the gentleman from California [Mr. WELCH].

Mr. WELCH. Mr. Chairman, I am heartily in favor of the passage of this bill, H. R. 5939, providing for an increase in the basic rates of compensation of officers and employees of the Federal Government. In fact, I appeared before the Committee on Civil Service and urged that the committee recommend a higher increase in these basic rates in the lower paid brackets than provided for in this bill.

I have taken a deep interest in all matters affecting Federal employees throughout my entire service in Congress because I have recognized that the success of our entire democratic system of government has largely rested upon the efficiency of these men and women throughout the entire Nation. Early in my congressional service I introduced, and Congress passed, the Welch Act which reclassified the entire Federal service and granted the first basic salary promotions which had been given to Federal employees in more than 50 years.

Mr. Chairman, the great majority of civilian positions in the Federal Government are fixed by statute. The salaries to be paid to employees in these positions are fixed by statute. Congressional action is necessary to modify them. During the war temporary increases were granted, but with the elimination of overtime work, the actual take-home pay is now reduced at a time when cost of living is higher than before the war. The Nation depends upon the continued faithfulness, loyalty, and earnestness of these Government servants in carrying on the administrative affairs of our Government. To permit the decreased purchasing power of their salaries to impair their standards of living would in turn be destructive of the high morale that now exists throughout the entire Federal service.

The CHAIRMAN. The time of the gentleman from California has expired. All time has expired.

The Clerk will read the bill for amendment.

Mr. MASON. Mr. Chairman, I make the point of order that a quorum is not present.

Mr. RANDOLPH. Mr. Chairman, I move that the Committee do now rise. It is 4 o'clock in the afternoon, and a quorum is not present. There is no need to have a roll call.

The CHAIRMAN. The question is on the motion offered by the gentleman from West Virginia.

The motion was agreed to.

Accordingly the Committee rose; and the Speaker pro tempore (Mr. SPARKMAN) having assumed the chair, Mr. COOPER, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H. R. 5939) to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes, had come to no resolution thereon.

DISTRICT OF COLUMBIA APPROPRIATIONS, 1947

Mr. COFFEE, from the Committee on Appropriations, reported the bill (H. R. 5990) making appropriations for the government of the District of Columbia and other activities chargeable in whole or in part against the revenues of such District for the fiscal year ending June 30, 1947, and for other purposes (Rept. No. 1867), which was read a first and second time, and with the accompanying papers, referred to the Committee of the Whole House on the State of the Union and ordered to be printed.

Mr. STEFAN reserved all points of order on the bill.

EXTENSION OF REMARKS

Mr. MANSFIELD of Montana asked and was given permission to extend his remarks in the Appendix of the Record and include therein four newspaper articles.

Mr. CARNAHAN asked and was given permission to extend his remarks in the Appendix of the Record and include an article from the Missouri Farmer by F. E. Heinkel, president of the Missouri Farmers' Association.

Mr. SAVAGE. Mr. Speaker, I ask unanimous consent to extend my remarks in the Record and include a speech by R. E. McDonald, of Kansas City. I am informed by the Public Printer that it will exceed the limitation by half a page and cost \$140. Notwithstanding, I ask unanimous consent that the extension may be made.

The SPEAKER pro tempore. Notwithstanding the cost and without objection, the extension may be made.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. KEEFE asked and was given permission to extend his remarks in the Appendix of the Record in two instances, to include some correspondence in one, and a communication in the other.

Mr. SMITH of Wisconsin asked and was given permission to extend his remarks in the Appendix of the Record and include an editorial.

PERMISSION TO ADDRESS THE HOUSE

Mrs. ROGERS of Massachusetts. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my remarks and include a resolution passed by the UAW-CIO at the tenth annual convention of that group in Atlantic City.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

UAW-CIO FAVORS SPECIALLY MADE CARS FOR DISABLED VETERANS

Mrs. ROGERS of Massachusetts. Mr. Speaker, the UAW-CIO met at their tenth annual convention at Atlantic City and resolved to go on record as being in favor of immediate action by the War Department and the Navy Department and the Veterans' Administration whereby these agencies would make available such specially made cars as are necessary for veterans in need of such cars. I

A study of current politics and OPA confusion prompts the inquiry.

To understand OPA confusion requires a political analysis. All political straws indicate a resurgence among voters to the Republican Party. The Republicans claim it and Democratic denials are weak or non-existent or they admit it.

OPA expires June 30 with a 4-month interval to the November election. Such an interval is short but is abundantly long enough to permit food prices to skyrocket and send all the food value voters to the ballot boxes to elect Democratic Congressmen pledged to renew OPA under Chester Bowles and start us off on an indefinite period of a national controlled economy.

The policies of OPA are driving industrialists crazy. The same policies are driving small businessmen crazy. Likewise, merchants, large and small, plus special service and personal service units, are all being driven crazy. A shining example of industrial lunacy under the needling and the bankruptcy trend of OPA policies is the NMA declaration opposing continuance of OPA under any conditions. "Whom the gods (OPA) would destroy they first make mad."

If the Republican Congressmen walk into this bear trap they should all reequip with diapers as their official uniform and especially for election emergencies. The Democratic devils who plot this bear trap for election purposes are tricky enough to set up Barney Baruch and other outstanding Democratic leaders to exhort all loyal Democrats to the defense of OPA, to retain it and continue it. Under such a smoke screen other more loyal Democrats, operating as Democratic devils and using the hypnotic word "coalition," organize with adolescent Republicans to win the November election for the Democratic Party by refusing extension of OPA June 30.

The OPA should be extended, of course, subject to restrictive amendments for the protection of industry and business. Numerous constructive amendments are suggested, but none are vitally needed if the one vital one is adopted, to wit: an amendment compelling OPA to accept without preliminary question all cost figures certified by management of individual units (not by OPA's) and subject to prosecution for perjury if afterward found willfully deceptive or wrong and, in the same paragraph, to compel OPA to grant to each unit a profit limited only by its previous records or a higher record of its industry.

If the results are industrial profits, the United States Treasury collects approximately 50 percent, and the United States Treasury can use the money.

Pay of Federal Employees

EXTENSION OF REMARKS OF

HON. ELLIS E. PATTERSON

OF CALIFORNIA

IN THE HOUSE OF REPRESENTATIVES

Wednesday, April 3, 1946

Mr. PATTERSON. Mr. Speaker, the Congress is called upon to consider legislation which will provide pay increases for Federal employees, and I cannot stress too strongly the need to give full and fair-minded consideration to the desperate needs of this group of workers. The most conservative figures at our disposal reveal that the cost of living has increased tremendously since the beginning of the war, and it is the responsibility of the Congress to see that these workers are given at least a fair approxi-

mation of the buying power which they possessed at that time.

Reliable estimates have shown that the cost of living has increased about 45 percent since January 1941. Even after so great an increase prices have not yet reached a peak, and it has been estimated that food prices, for instance, will go up another 10 percent this year. In addition to these costs, income taxes, particularly in the lower income groups, have risen since 1941. Maintenance of prewar living standards is a hopeless task unless substantial increases in income are provided which will enable workers and their families to keep abreast of the high living costs.

Now let us consider the predicament of the Federal employees. The Congress did pass the Pay Act of 1945, which enabled the employees and their families to reattain, for the moment, their prewar buying power. However, within 3 months after this act became effective, the war was ended and these employees were cut down to a 40-hour week, thus losing the equivalent of 12 hours' pay per week. Thus these workers lost all the benefit and more which they had won through the 1945 adjustment of pay schedules. Their position was worse than it had ever been, and is worse, for no increase of any kind has been provided to compensate for this tremendous loss of income.

Throughout the country this year employers have found that the very least pay increase which they could give their employees was 18½ percent, and surely we can do no less for the Federal employees, who have had at least as bad a time of it as any other group. An increase of 18½ percent would not provide any too generously for the needs of our Federal employees and their families, but at least it would enable them to maintain the minimum essentials of a decent standard of living.

We have generally recognized the great importance of the next few years in our full reconversion to peacetime economic activities, and the importance of maintaining not only high employment but also high consumption in order to stimulate the recovery of production and distribution of consumer goods of all kinds. For this reason, too, we must take care to see that the substantial number of workers who are employed by the Federal Government are able to maintain their share of the high consumption necessary if we are to enjoy business prosperity and a high standard of living.

Telephones Without Telephone Wires

EXTENSION OF REMARKS OF

HON. SAM HOBBS

OF ALABAMA

IN THE HOUSE OF REPRESENTATIVES

Wednesday, April 3, 1946

Mr. HOBBS. Mr. Speaker, it is with great pleasure that the attention of the House is called to an important advance in telephone service. It has been made possible through the research collaboration of the Rural Electrification Admin-

istration and the American Telephone & Telegraph Co. By means of a new instrumentality called a capacitor which has been invented or adapted to this particular purpose, telephone service may now be rendered on light and power lines. Thus telephone lines in the areas so served are eliminated.

Thought leadership in this field may be accredited to a number of electrical engineers. Two of the outstanding members of this group have written an article which is set out below. They are Mr. Lee M. Moore, of the REA, and Mr. H. R. Huntley, of the A. T. & T. Co. Mr. Moore was honored in August 1945 by his election by the board of directors of the American Institute of Electrical Engineers as a fellow of the institute; one of the youngest men ever to be so honored. He also is a member of two of the important committees of the institute: power transmission and distribution, and communications.

Mr. Huntley is the recognized authority on inductive coordination problems in the United States, having been associated in this field of highly specialized engineering for the past 25 years. He is the author of many articles on the subject. His book, treating the subject more fully, is to be published shortly.

The pictures appearing in this article cannot be reproduced in the CONGRESSIONAL RECORD, but one of them is unique. It is of an REA truck which is at present the only service truck equipped for the purpose of serving such telephones. While it is now the only one in the world, it will be followed by others as the number of homes served by this type of telephone multiplies.

[From the Electrical World of October 13, 1945]

INDUCTIVE COORDINATION OF REA LINES AND BELL SYSTEM LINES

(Coordination engineers know from years of mutual effort how to resolve interference problems that may accompany prospective extensive rural program—Over-all system approach makes corrective measures easier—Cooperation of manufacturers of generators, transformers, and telephone apparatus facilitates program.)

(By Lee M. Moore and H. R. Huntley)

Electric power and telephone distribution systems must necessarily be close together in many cases because they serve the same people. Under these conditions, noise may be caused in the telephone circuits by induction from the power system. Unless precautions are taken, this noise may in many cases be great enough to impair telephone service; in extreme cases, it may make telephone service impossible.

PROGRAM INITIATED EARLY

Induction problems are not new; they started around 1880. In those early days little was known about the factors involved, and controversies between the electric power and telephone industries were many. Fortunately, there were far-seeing men in both industries who recognized that electric power and electric communication were both essential to the American way of life, and that, after all, induction was simply one more problem that had to be—and could be—solved by the engineers. True, the solution would require the cooperative effort of the engineers in two great industries of quite different types, but, these men reasoned, this should not be a handicap; it might even stimulate more effective work. This proved to be the case, and so successful has this

cooperative endeavor been that, while the technical problems of coordinating power and telephone systems have grown in number and complexity, serious controversies over induction have almost reached the vanishing point, and the few that do arise usually do so because not all the facts are known.

This was the status of inductive coordination when the Rural Electrification Administration started its program of rural power line construction. Because of the long history of successful coordination of power and telephone systems and of the testing techniques and apparatus which had been developed, it was practicable for the REA and the Bell System to start almost immediately on a joint program of investigations.

The problem presented some interesting aspects. Several hundred small operating groups, the cooperatives, were in the process of formation. To them inductive coordination was only one of many immediate problems. The speed with which rural electric lines were being built demanded something approaching a mass-production technique for handling induction problems.

FIELD STUDIES INSTITUTED

It was decided that the best way to develop the necessary techniques was by a series of field investigations. By July 1939, REA had set up a two-man test crew equipped with a truck loaded with testing equipment and work started in earnest. The first field job involved a problem in the vicinity of Quincy, Ill., which turned out to be rather complex technically. The REA test crew, together with an engineer each from the A. T. & T. Co. and the Bell Telephone Laboratories and several people from the local power and telephone organizations, worked about a month on it.

Since the Quincy tests more than 20 other situations in a dozen States from Washington to Florida have been similarly investigated. In addition, the REA has conducted numerous cooperative investigations with other communication organizations. The 1940 REA annual report says: "REA cooperatives continue their policy of cooperating with telephone companies in planning the locations of proposed electric power lines so that exposures between power and telephone lines will be kept at a minimum. REA engineers assigned to spend full time on inductive coordination problems, as related in last year's report, continue to make tests and studies to seek the correct engineering solution to any particular induction problem."

As more experience is gained, the investigations increase in efficiency. It is now not at all uncommon to complete the field work in a problem involving several hundred miles of rural power and telephone lines, of which anywhere from 10 to 50 percent may be involved in inductive exposures in 4 or 5 days.

OVER-ALL SYSTEM APPROACH

Besides being efficient, the technique of handling problems on an over-all system influence and susceptibility basis is proving economical. The net cost of measures to correct the influence or susceptibility of a whole system is frequently less than that which could be involved in treating a single exposure individually by older methods.

It may be of interest to review briefly how these measures work:

On the power side, noise-frequency influence, a measure of the noise-originating ability, is a function of the audio (i. e., harmonic) frequency voltages and currents on the power line, and is controlled by controlling these audio-frequency components. While the 60-cycle currents and voltages are of interest from some standpoints—for example, induction into telegraph circuits, bell tapping on grounded ringing telephone circuits, etc.—it is the harmonics that are important from the noise standpoint. They must be considered as separate and apart from the 60-cycle components; in fact, the

noise influence of a rural power circuit is usually highest when the 60-cycle load is the lowest, and vice versa. The only reason why 60-cycle components need to be considered at all from the noise standpoint is that we have not yet learned how to design devices which will be effective at harmonic frequencies and yet have no effect at 60 cycles. However, it is usually possible to devise arrangements which do not adversely affect power operation; sometimes they actually improve it.

BALANCE FOR SUSCEPTIVENESS

On the telephone side, susceptibility, a measure of the noise-receiving ability, is largely a matter of balancing the circuit impedances in the lines, central office equipment, and subscriber stations. On the line, this means a reasonable degree of freedom from leaks due to foilage contacts and missing or faulty insulators. Good wire joints, and relatively frequent transpositions, are required. In the central office, it means good balance of the impedances between the two wires of the circuit and ground. At the subscribers' stations, the problem usually is to limit the effect of the ringer-to-ground connections on grounded ringing lines.

It is true that, if the power system influence could be made vanishingly small, there would be very little noise on any kind of paralleling telephone circuits—even ground return; as a matter of fact, in rare cases influence can be reduced close to this point. It is also true that if the telephone susceptibility could be made infinitesimal by perfectly balancing the telephone circuits, they would be immune to noise induction from parallel power circuits regardless of power-line influence; in rare cases, this condition can be approached. But, by and large, the best results and the lowest costs to the public are secured when both the influence of the power systems and susceptibility of the telephone circuits are kept reasonably low; it is by this process that the long record of satisfactory solutions to noise problems has been secured.

The technical phases of this matter are described in more detail in a paper presented before the 1941 winter convention of the American Institute of Electrical Engineers, by Messrs. Smith and Plucknett of the REA and Mr. Taylor of the A. T. & T. Co. and published in AIEE Transactions Supplement, volume 60, pages 586–595, June 1941.

YEAR OF JOINT EFFORT

One of the primary reasons why REA-Bell System jobs can be handled efficiently and economically is the wealth of information provided through the years of work of the joint subcommittee on development and research of the Edison Electric Institute and Bell Telephone System and the large amount of experience obtained in operating problems involving the Bell System and the private power companies.

With such a sound base to grow on, the art of inductive coordination in this field has advanced in almost direct proportion to the fourfold increase in the past decade in percentage of number of farms having electric service.

Pictures accompanying this article show some of the test equipment used in these investigations.

MANUFACTURERS ENLISTED

As a result of experience in these and other investigations, REA engineers are working closely with electrical manufacturers to secure relatively small alternators which generate voltages practically free of harmonics. Some interesting results have been secured; for example, three machines under 1,000 kilovolt-amperes each have been purchased which have an open-circuit voltage TIF (telephone influence factor) of about 2.5 and a noninductive full load TIF of very close to 1. A TIF of 1 indicates a pure wave shape with no harmonics present. Not all gen-

erators are that good, of course, but practically all of the newer ones have an open circuit TIF of less than 15 and many have an open circuit TIF of less than 10.

Another interesting line of development being followed by the REA engineers with the electrical manufacturers, is the limitation of harmonics in the magnetizing currents of distribution transformers. It is contemplated that the newer transformers will have a magnetizing I.T product (i. e., product of magnitude and TIF of magnetizing current) per kilovolt-ampere measured on the 120-volt windings of less than 15, and at the same time have low-core losses. The low I.T characteristic is important because of the large numbers of transformers on individual systems of REA borrowers, while the low core loss is required because of the relatively large ratio of connected kilovolt-ampere capacity of the distribution transformers to average load.

LOW-RESISTANCE JOINTS

A number of improvements in the over-all susceptibility conditions on Bell System circuits have also been made in recent years. The increasing use of "rolled" or "compression" sleeves is rapidly doing away with the occasional high resistance joint that had been a major source of unbalances for many years. The newer central office equipment has much smaller unbalances than some of the earlier types. The unbalances of the newer types of party-line station sets have also been reduced. Improvements in telephone transposition systems are expected to reduce direct metallic circuit induction.

FUTURE COOPERATION

When manpower and materials again became available it is expected that many thousands of miles of rural power and telephone lines will be built and thousands of miles of exposures will be created. Obviously, if we were to attempt to care for the resulting inductive coordination problems by studying and applying measures on a specific exposure basis, the way would be hard, indeed. But with the experience we already have we are certain that if, on the power side, the harmonics are adequately controlled on an over-all system basis, and, on the telephone side, unbalances are adequately controlled on an over-all system basis, there will be very few situations where anything further needs to be done. To accomplish this it will be necessary to work closely together and to make effective use of all developments in the coordination art. However, this is a procedure which comes naturally to coordination engineers.

Currency Problems in Germany

EXTENSION OF REMARKS

OF

HON. FRANK B. KEEFE

OF WISCONSIN

IN THE HOUSE OF REPRESENTATIVES

Wednesday, April 3, 1946

Mr. KEEFE. Mr. Speaker, on March 9, the New York Herald Tribune published a news release in which it was alleged that "persistent and unconfirmed belief in American official quarters" indicated that the Soviet government has resorted to wholesale printing of occupation currency which must be redeemed when presented in the American occupation zone headquarters of the United States forces, European theater.

The article indicated that the United States Treasury will suffer tremendous loss as a result of this transaction. The information contained in the article was

CONGRESSIONAL PROCEEDINGS
OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE

Legislative Reports and Service Section
(For Department staff only)

Issued April 5, 1946
For actions of April 4, 1946

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HIGHLIGHTS: House passed Federal pay bill with amendments providing across-the-board increase of \$400 and \$10,000 ceiling. House committee reported revised Coole farm-credit bill. Rep. Voorhis spoke in favor of "grain for food, not liquor". Rep. Flannagan introduced bill to prevent use of grain for non-essential purposes. Senate agreed, 46-38, to Russell amendment to add his farm-labor-parity amendment to proposed Ellender-Ball compromise amendment to minimum-wage bill. Senate conferees appointed on bill to slow down liquidation of rural-rehabilitation projects.

HCU 3

1. FEDERAL PAY BILL. Passed, 337-27, with amendments, this bill, S. 1415, with the language of H. R. 5939 substituted therefor (pp. 3184-210).

Agreed to the following amendments:

By Rep. Lyle, Tex., to provide an across-the-board increase of \$400; by a 199-164 vote (pp. 3192-203, 3207-3).

By Rep. Rees, Kans., to provide that no increase shall raise a salary above \$10,000 (p. 3205).

By Rep. Dirksen, Ill., to provide that "with the exception of the Veterans' Administration, no greater amount shall be appropriated to any executive department or agency for salaries for the fiscal year 1947 than the amount made available for such purpose for the fiscal year 1946"; by a 169-97 vote (p. 3207).

Rejected the following amendments:

By Rep. Randolph, W. Va., to make the bill retroactive until Jan. 1, 1946; by an 81-183 vote (pp. 3205-7).

By Rep. Rees, Kans., to provide for increases of 45% on the first \$1,200 and 18% on that part of salaries between \$1,200 and \$4,600 (pp. 3191-2, 3204). Also rejected his motion to recommit the bill with instructions that this amendment be inserted; by a 118-141 vote (pp. 3208-9).

In addition to the pay increase, the bill includes the following provisions: Clarifies certain provisions of the Federal Employees Pay Act of 1945 which have been interpreted by GAO to deny the payment of the night-pay differential if the night work is performed on a holiday or after completion of 40 hours of work during the week; provides an extra day's pay for a full day's work on a holiday, instead of $\frac{1}{2}$ day's extra pay as now provided; adjusts the rates of grades 9 and

10 of the crafts, protective, and custodial service so as to restore differentials between the top grades in that service which prevailed before 1942; authorizes issuance of regulations to permit an employee who works overtime irregular or occasionally in excess of 40 hours a week (instead of 48 hours as at present) to request and receive compensatory time off in lieu of overtime pay.

2. GRAIN SHORTAGE. Rep. Voorhis, Calif., spoke in favor of "grain for food, not liquor" (pp. 3211-2).
3. COOLEY FARM-CREDIT BILL. The Agriculture Committee reported without amendment H. R. 5991, the revised version of this proposal (H. Rept. 1873)(p. 3219).
4. SURPLUS PROPERTY. Rep. Church, Ill., charged that there has been "red tape, bureaucracy, and waste in surplus property disposal" (pp. 3215-7).
5. STOCKPILING BILL. The Military Affairs Committee reported with amendment S. 75 to provide for acquisition of stocks of strategic and critical materials for national defense (H. Rept. 1869)(pp. 3218-9).
6. PRICE CONTROL. Rep. Slaughter, Mo., stated that OPA requirements are contributory to the meat shortage (p. 3180).
7. FARM LABOR. Rep. Andersen, Minn., spoke in favor of deferment of farm labor from selective service (p. 3181).
8. OWMR REPORT. The 6th quarterly report of this office was received (H. Doc. 524) (p. 3218).
9. SECOND APPROPRIATION RESCISSION BILL, H.R. 5604. In reporting this bill (see Digest 59) the Senate Appropriations Committee reduced the rescission for emergency supplies for territories and possessions from \$5,000,000 to \$3,800,000 on the basis that if \$5,000,000 is rescinded the Department "will be hindered in its liquidating program". For a list of the proposed rescissions of indirect interest to the Department, see Digest 34.
10. D. C. APPROPRIATION BILL, H.R. 5990. This bill (see Digest 59) includes the following provisions: Waives the dual-compensation law in the employment of D. C. teachers by the U.S. Government from July 1 to Sept. 15, 1946, and appropriates funds for enforcement of the acts regarding manufacture and sale of adulterated or misbranded food products, dairy-farm inspections, distribution of surplus commodities and relief milk under the school-lunch program, and the D. C. food conservation program, which includes canning of home-garden products.

SENATE

11. LABOR STANDARDS. Continued debate on S. 1349, the minimum-wage bill (pp. 3152-79). Agreed, 46-38, to an amendment offered by Sen. Russell, Ga., to tie the farm-labor-parity-formula provision to the proposed Ellender-Ball compromise (pp. 3167-76).
12. RURAL-REHABILITATION PROJECTS. Sens. Thomas, Okla., Bilbo, Hoey, Aiken, and Bushfield were appointed conferees on S. 704, to authorize the Secretary to continue administration of and ultimately liquidate Federal rural-rehabilitation projects (p. 3133). House conferees have not yet been appointed.

3. PERSONNEL; EMPLOYMENT. Sen. Byrd, Va., inserted a Joint Committee on Reduction of Nonessential Federal Expenditures report showing civilian employment in the Government by departments and agencies for Jan. and Feb. 1946 (pp. 3130-2).
4. HEALTH. Sen. Langer, N.Dak., inserted a South Prairie Homemaker's Club (Minot, N.Dak.) resolution favoring S. 1606, to provide for a national health program (p. 3129).
5. SURPLUS PROPERTY. Sen. O'Mahoney, Wyo., inserted extracts from the testimony before the Military Affairs Committee on the disposal of surplus property (pp. 3137-46).

BILLS INTRODUCED

5. SURPLUS PROPERTY. S. 2022, by Sen. Hatch, N. Mex., to give veterans first priority in the sale or transfer of surplus property under the Surplus Property Act, 1944. To Military Affairs Committee. (pp. 3132, 3134-7.) Remarks of author (p. 3134-7) and of Sen. Langer, N.Dak. (pp. 3151-2).
- EMERGENCY RELIEF. S. 2023, by Sen. Tamm, Md., and H. R. 6001, by Del. Farrington, Hawaii, to provide emergency relief for victims of the seismic waves which struck Hawaii. To Territories and Insular Affairs Committee. (pp. 3132, 3219.) Remarks of author (p. 3132).
- PRICE CONTROL. S. 2028, by Sen. Wagner, N. Y., to extend the Emergency Price Control Act, 1942, and the Stabilization Act, 1942 for one year. To Banking and Currency Committee. (pp. 3132-3.) Remarks of author (p. 3133).
H. R. 6000, by Rep. Corbett, Pa., relating to the exercise of powers with respect to price and wage control. To Banking and Currency Committee. (p. 3219.) Remarks of author (pp. A2031-2).
- GRAIN SHORTAGE. H. J. Res. 334, by Rep. Bryson, S.C., to authorize the President and the Secretary to issue orders and directives prohibiting the use of grains for intoxicating liquor, and H. J. Res. 335, by Rep. Flannagan, Va., to prevent the use of grain for nonessential purposes during the period of shortage. To Agriculture Committee. (p. 3219.)
- AAACT. H. R. 5958, which was erroneously shown as H. R. 5957 in Digest 57, amends the AAAct of 1938 by providing that the national marketing quota established for any year subsequent to 1941 shall be quantity of peanuts sufficient to provide a national and State acreage allotment of not less than that established for the crop produced in the calendar year 1941, and adds the following provision for State acreage allotments "and any additional acreage so required shall be in addition to the national allotment and the production from such acreage shall be in addition to the national marketing quota".

ITEMS IN APPENDIX

- ST. LAWRENCE WATERWAY. Sen. Langer, N.Dak., inserted two Chicago Sun articles favoring this project (pp. A2009-10).
- HOUSING. Speech in the House by Rep. Ellis, W.Va., discussing the housing problem (pp. A2010-2).
Rep. Patman, Tex., inserted results of a Gallup Poll showing that 27 percent of the American people are affected by the housing crisis (p. A2017).

-4-

22. PERSONNEL. Speech in the House of Rep. Hook, Mich., opposing the limitation on salaries of Federal employees (p. A2012).

23. FOREIGN RELIEF. Rep. Wasielewski, Wis., inserted a Milwaukee Journal editorial criticizing the Russian food policy in Austria (p. A2014).

Rep. McCormack, Mass., inserted a Washington Evening Star article favoring the continued support of UNRRA (p. A2035).

24. PRICE CONTROL. Rep. Schwabe, Okla., inserted a constituent's letter opposing the continuation of price control (pp. A2015-6).

Extension of remarks of Rep. Patman, Tex., urging the retention of rent control and including a realtor's letter on the subject (p. A2016).

Rep. Arnold, Mo., inserted a Wall Street Journal article opposing the continuation of price control (p. A2032).

Rep. Smith, Wis., inserted a Tenn. Business Men's Association resolution opposing the continuation of price control and the CPA (p. A2036).

Extension of remarks of Rep. Vursell, Ill., favoring the continuation of price control with amendments to make it beneficial to the nation (pp. A2039-40).

Rep. Hartley, N.J., inserted a Sun Oil Co. statement opposing the continuation of price control (pp. A2041-3).

25. FARM PROGRAM. Rep. White, Idaho, inserted the National Grange outline of a farm program including the following principles: soil and timber conservation, modernized parity through fair market prices rather than subsidies, stabilization of marketing through cooperative farm organizations, the creation of a Surplus Commodity Commission, extension of the Marketing Agreements Act, prevention of surplus-glutted markets through marketing quotas approved by two-thirds of the growers voting in referendum, a two-price system for exports, Federal and State guidance in adjustment programs for problem areas, establishment of a Federal Office of Nutrition, and research in the sciences of production and processing of farm products. The statement also includes an endorsement of REA, farm tenancy loans, crop insurance, etc. (pp. A2025-7).

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COMMITTEE-HEARINGS ANNOUNCEMENTS for Apr. 5: S. Education and Labor, national health bill; S. Interstate Commerce, the Bulwinkle transportation bill; S. Military Affairs draft extension; S. Atomic Energy (ex.); S. Agriculture, Dodd nomination (ex.); S. Finance, Philippine trade bill (ex.); H. Agriculture, meat situation; H. Banking and Currency, OPA extension (ex.); H. Foreign Affairs, membership in United Nations Educational, Scientific and Cultural Organization; H. Insular Affairs, Philippine rehabilitation (ex.); H. Irrigation and Reclamation, sale of electric power; H. Military Affairs, draft extension (ex.); H. Rivers and Harbors, river pollution (ex.); H. Rules, surplus property investigation; H. Ways and Means, social security; H. Small Business, fats and oils.

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for supplemental information and copies of legislative material referred to, call ext. 4654, or send to Rm. 113 Adm. Arrangements may be made to be kept advised, routinely, of developments on any particular bill.

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Charles C. Haas, president, American Hat Co., Connecticut.

Oscar Hammerstein II, Doylestown, Pa.

Rt. Rev. Henry W. Hobson, Cincinnati, Ohio.

Libby Holman, New York.

Crockett Johnson, Norwalk, Conn.

Robert W. Kenny, president, National Lawyers Guild.

Dr. Alexander Meiklejohn, Berkeley, Calif.

Hon. Fiorello LaGuardia, Director, United Nations Relief and Rehabilitation Administration.

A. A. Liveright, director, American Council on Race Relations.

Joseph Martinek, executive secretary, Czechoslovak National Council of America.

Bernard V. McGroarty, Printing Pressmen's Union, AFL, Cleveland.

Lewis Merrill, president, United Office and Professional Workers, CIO.

Rt. Rev. Walter Mitchell, San Antonio, Tex.

Paul Muni, Hollywood.

Grant W. Oakes, president, United Farm Equipment Workers, CIO.

Judge Patrick H. O'Brien, Detroit.

Judge Nathan D. Perlman, Court of Special Sessions of New York.

Rev. Dr. David de Sola Pool, New York.

Lee Pressman, general counsel, Congress of Industrial Organizations.

Judge George L. Quilici, municipal court, Chicago.

Eleanor Roosevelt.

Carl Sandburg, Harbert, Mich.

William Jay Schieffelin, president, Huguenot Society of America.

Dr. Bela Schick, New York.

Joseph P. Selly, president, American Communications Association, CIO.

Fabien Sevitzy, Indianapolis.

A. E. Stevenson, secretary, Cleveland Industrial Union Council.

Donald Ogden Stewart, Massachusetts.

Judge Edward P. Totten, Minneapolis.

Hon. Henry A. Wallace, Secretary of Commerce.

Courtney Ward, president, Painters District Council No. 6, AFL, Ohio.

Max Weber, Great Neck, N. Y.

Rabbi Jacob J. Weinstein, KAM Temple, Chicago.

Prof. Frank W. Weymouth, president, Palo Alto Teachers Union, AFL.

A. F. Whitney, president, railroad brotherhoods.

Dr. Mary E. Woolley, Westport, N. Y.

Mr. BIEMILLER. Mr. Speaker, it is a great privilege and pleasure to join my colleagues in showering felicitations upon the dean of the House, the distinguished chairman of the Rules Committee, ADOLPH SABATH, on the occasion of his eightieth birthday. For the good of our country I hope he lives another 80 years and continues to serve in this House. His youthful vigor surpasses that of many of us half his age. His devotion to the sound liberal traditions of our country is unquestioned. So long as men of his views and caliber are Members of the Congress I do not fear for the future of the United States. ADOLPH SABATH is a great American and his contribution to tolerance and understanding are of the highest order. I salute him and wish him long and continued good health.

Mr. MAY. Mr. Speaker, it is a source of extreme gratification to me to have the opportunity at this time to speak briefly upon the long career in public life of my distinguished colleague and friend, the able and always obliging chairman of the Rules Committee, the Honorable ADOLPH SABATH. Today he reaches the eightieth milestone along the

highway of life. Long and memorable as it has been, he has spent exactly half of it as a Member of this notable and august legislative body. His career as a legislator has been brilliant and useful; his conduct as a public official and Member of this House has never, in the long 40 years he has served here, been questioned or referred to in other than the most laudable and commendable manner. That in itself is commendable enough if I were to utter not another word, but I wish to point out that only a few men as Members of the Congress of the United States, has served 40 years in public life, and none, so far as I know, have ever served that long in the House of Representatives, so the distinguished gentleman from Illinois occupies the unique position, not only of being the dean of the House of Representatives, but the one Member who has served longest as a Member of this body. The gentleman from Illinois, in the course of his long service here, has seen many changes in the economic conditions of our country and many changes in the legislative trends of the Congress of the United States. He has seen able and distinguished colleagues come and go. He has served, as all of us do, by virtue of the will of his constituents, and from the same congressional district from the beginning of his long service to this happy day. No people in any congressional district know their Congressman any better than the people of the Fifth District of the State of Illinois, and the fact that they have continuously and repeatedly reelected him for 20 consecutive terms emphasizes far more than any words of mine can, his high standing among his neighbors and acquaintances, and with his constituency. It is a tribute to any man that he can continue to succeed himself from the same district for the long number of years that our distinguished friend has been able to do, and finally, Mr. Speaker, with all the arduous and difficult responsibilities of the high office he has held so long, it is a tribute more effective than words that during all this long career of public service there has never been a hint or intimation that he has been influenced in his decisions as a Member of this body by any consideration other than the common welfare of our common country. He is vigorous, robust, and in perfect health at the advanced age of 80, and it is my devout hope, as well as that of all of us, that he may continue his gallant and faithful service here for the remainder of his natural life, and that it may be long and enduring. He is a great statesman, a great patriot and a great American.

Mr. SABATH. Mr. Speaker, I ask unanimous consent to address the House for 1 minute.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[Mr. SABATH addressed the House. His remarks will appear hereafter in the Appendix.]

EXTENSION OF REMARKS

Mr. KOPPLEMANN. Mr. Speaker, I ask unanimous consent to extend my re-

marks in the Appendix of the RECORD and include an editorial from the Washington Post on the most important legislation before the House, the atomic energy legislation.

The SPEAKER. Is there objection to the request of the gentleman from Connecticut?

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. VOORHIS of California asked and was given permission to extend his remarks in the Appendix of the RECORD and include an article and, secondly, to revise and extend the remarks he expects to make in committee today and include some tables.

Mr. DE LACY. Mr. Speaker, I ask unanimous consent that following the remarks of the gentleman from Michigan [Mr. LESINSKI] I be permitted to include in the RECORD a statement of greetings to the gentleman from Illinois, Hon. ADOLPH J. SABATH, on his eightieth birthday, from 84 distinguished Americans.

The SPEAKER. Is there objection to the request of the gentleman from Washington?

There was no objection.

Mr. STIGLER asked and was given permission to extend his remarks in the Appendix of the RECORD and include an oration.

Mr. BIEMILLER. Mr. Speaker, I ask unanimous consent that I may extend my remarks in the Appendix of the RECORD and include an editorial and also to add my felicitations to those of my colleagues to the Honorable ADOLPH J. SABATH on his eightieth birthday.

The SPEAKER. Is there objection to the request of the gentleman from Wisconsin?

There was no objection.

[The matter first referred to appears in the Appendix.]

PERMISSION TO ADDRESS THE HOUSE

Mr. O'TOOLE. Mr. Speaker, I ask unanimous consent to address the House for 1 minute.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

THE MEDLEY LINGERS ON

Mr. O'TOOLE. Mr. Speaker, since it has become apparent that it is much easier to get out of the District of Columbia jail than it is to get into it, I suggest that the District of Columbia Committee instruct the Commissioners that keys will be given to all prisoners upon their admission. This would eliminate a great deal of the property damage which has been done lately by escaping convicts.

Also, I believe that Chief of Police Callahan should instruct his men to keep their pants on. If they cannot do this, they should be given card lessons so that in the future they might do better in the strip-poker games.

There is a rumor going about that the motto of the jail is "Get all of the boys out by Christmas."

PERMISSION TO ADDRESS THE HOUSE

Mr. MURPHY. Mr. Speaker, I ask unanimous consent to address the House for 1 minute.

The SPEAKER. Is there objection to the request of the gentleman from Pennsylvania?

There was no objection.

DISTRICT OF COLUMBIA JAIL

Mr. MURPHY. Mr. Speaker, I have just listened with interest to the remarks of the distinguished gentleman from New York [Mr. O'TOOLE]. May I say I hope all of the Members in this body will pay more keen interest and attention to the affairs of the District of Columbia.

Our committee had a meeting this morning. We approached this question intelligently. Our distinguished chairman will name a committee this afternoon to go into the entire matter. It is an unfortunate incident. I am sure our committee will find the answer.

EXTENSION OF REMARKS

Mr. WASIELEWSKI asked and was given permission to extend his remarks in the RECORD in three instances and include in each a newspaper article.

Mr. SMITH of Wisconsin asked and was given permission to extend his remarks in the RECORD and include a copy of a resolution.

Mr. McDONOUGH asked and was given permission to extend his remarks in the RECORD on the question of England granting independence to the Trans-Jordan area.

PERMISSION TO ADDRESS THE HOUSE

Mr. RANKIN. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my remarks.

The SPEAKER. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

[Mr. RANKIN addressed the House. His remarks will appear hereafter in the Appendix.]

EXTENSION OF REMARKS

Mr. CANFIELD asked and was given permission to extend his remarks in the Appendix of the RECORD and include a statement on Navy rocket ships.

Mr. CASE of South Dakota asked and was given permission to extend his remarks in the Appendix of the RECORD and include a statement on Arlington Cemetery.

Mr. HINSHAW asked and was given permission to extend his remarks in the Appendix of the RECORD and include a statement before the graduating class of the basic officers training school at Quantico, Va.

Mr. McCORMACK asked and was given permission to extend his remarks in the Appendix of the RECORD and include an article recently appearing in the Washington Star.

CALL OF THE HOUSE

Mr. ALLEN of Illinois. Mr. Speaker, I make a point of order that no quorum is present.

The SPEAKER. Evidently no quorum is present.

Mr. McCORMACK. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 75]

Adams	Douglas, Calif.	Luce
Andrews, Ala.	Doyle	Murdock
Baldwin, Md.	Dworshak	Norton
Baldwin, N. Y.	Elliott	O'Brien, Ill.
Bell	Elsaesser	Peterson, Fla.
Bender	Engel, Mich.	Plumley
Bishop	Fellows	Poage
Bolton	Fernandez	Powell
Brumbaugh	Fisher	Price, Fla.
Bunker	Gardner	Price, Ill.
Byrnes, Wis.	Gearhart	Rains
Cannon, Fla.	Gibson	Reece, Tenn.
Cannon, Mo.	Gifford	Rich
Chapman	Halleck	Robertson, N. D.
Chipfield	Hancock	Roe, N. Y.
Clippinger	Hendricks	Sadowski
Cochran	Jarman	Shafer
Cole, N. Y.	Kean	Sikes
Colmer	Kelley, Pa.	Simpson, Pa.
Courtney	Kerr	Summers, Tex.
Curley	Knutson	Talbot
Dawson	LaFollette	Thom
Domengeaux	Lanham	Tibbott
Doughton, N. C.	Lea	

The SPEAKER. On this roll call, 359 Members have answered to their names; a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

EXTENSION OF REMARKS

Mr. WHITE. Mr. Speaker, I ask unanimous consent to extend my remarks in the RECORD and include the legislative program of the Grange. I have an estimate from the Public Printer that it will cost \$130. I ask unanimous consent that the extension may be made notwithstanding the additional cost.

The SPEAKER. Notwithstanding, and without objection, the extension may be made.

There was no objection.

[The matter referred to appears in the Appendix.]

CORRECTION OF ROLL CALL

Mr. WALTER. Mr. Speaker, on roll call 73, I am erroneously recorded as not voting. I was present and voted "Yea." I ask unanimous consent that the RECORD and Journal be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from Pennsylvania?

There was no objection.

FEDERAL EMPLOYEES' PAY ACT OF 1946

Mr. RANDOLPH. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill (H. R. 5939) to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill H. R. 5939, with Mr. COOPER in the chair.

The Clerk read the title of the bill.

The Clerk read as follows:

Be it enacted, etc.—

SHORT TITLE

SECTION 1. This act may be cited as the "Federal Employees Pay Act of 1946."

Mr. RANDOLPH. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I ask it not for myself as an individual but as the spokesman for a certain viewpoint which we believe to be right, that my colleagues, insofar as convenient, will give me their attention for the next few minutes.

Yesterday, during the general debate on this legislation, my friend, the gentleman from Kansas [Mr. REES], an able legislator, repeatedly told the members of this committee that the passage of the amendment which he will propose would mean that the low-income bracket employees of this Government would be the individuals who would receive the benefits under the proposal which he would make.

Now, let us look at that contention in the light of the facts. We find that the rates of pay operate from the \$1,200 basic salary on the lower bottom to \$9,000 on the upper level. You will find that under the proposal of the gentleman from Kansas that the \$1,200 basic bracket would receive \$1,740. Under the committee proposal they would receive \$1,706, or approximately \$35 under the Rees amendment over what is offered in the committee bill. But I ask you, within the 1,200,000 persons to be affected by this legislation how many fall within the category? The great plea is made for the lower-bracket workers—the \$1,200 people. There are a little fewer than 25,000 individuals who would receive that increase.

The next bracket is \$1,440. Under the Rees amendment these individuals would receive \$2,023.20. Under the committee bill we would give that group \$2,019.24, or a difference of \$4 in favor of the Rees proposal. How many are in that group? I am informed there are a little over 220,000 persons. So, out of a million, two-hundred-thousand-odd, very close to that figure, the Rees amendment would touch approximately 240,000 or 250,000 employees. I remind you that from there there are on in the classes of \$1,620, \$1,800, \$2,000, \$2,300, \$2,400—those are the lower-income brackets—committee bill would give the greater increases. So it is absolutely wrong to stand upon this floor and urge the Members of the House to pass the Rees amendment on the grounds that the persons employed in the Government in the lower brackets are the ones who will receive the merited raises.

I would recall to your minds also that those individuals are the single persons, both men and women, workers who are replaceable in Government, who go from one job to another. It is to these individuals getting \$1,800, \$2,100, \$2,200, \$2,400, \$2,600, \$2,900, \$3,500, \$3,800—those people, the ones who are attempting to make ends meet in the lower brackets and middle brackets and upper brackets that we give the increase to which they are entitled. All workers are properly aided.

Mr. WHITE. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield.

Mr. WHITE. Right on that subject, did the committee give any consideration to these people who are on the pay roll at \$8,000 and who have their wives on the roll for \$4 000 or \$5,000?

Mr. RANDOLPH. The gentleman is referring to people employed in the executive departments?

Mr. WHITE. Yes. It is a general practice here in Washington, Government civil-service employees. I am talking about the practice where a man and his wife are both on the pay roll.

Mr. RANDOLPH. I have no comment to offer except to say that we do know that condition applies in all branches of Government.

The CHAIRMAN. The time of the gentleman from West Virginia has expired.

Mr. RANDOLPH. Mr. Chairman, I ask unanimous consent to proceed for five additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

Mr. RANDOLPH. I may say that the placing of wives or members of families on the Government pay roll is not confined to the executive branch of the Government; we find it in all branches of our Federal system.

Mr. WHITE. I thank the gentleman.

Mr. RANDOLPH. Some would say that the committee in recommending 18½ percent has gone too high. We have not done that. The proposal embraced by the President of the United States is for a 20-percent increase, which is higher than our 18½ percent. And let us remember that those individuals who cry out against the raising of salaries in the upper income brackets, that is percentage-wise, should keep in mind that the responsibilities increase—we know it—commensurate with the additional obligations of family, home, and taxes, and other items.

Let me read to you what the President of the United States said in his message sent to the Congress on January 21, 1946, as follows:

The elimination last autumn of overtime work for nearly all Federal employees meant a sharp cut in their incomes. For salaried workers, the blow was softened but by no means offset by the increased rates of pay which had become effective July 1. Further adjustments to compensate for increased living costs are required. Moreover, we have long needed a general upward revision of Federal Government salary scales at all levels in all branches—legislative, judicial, and executive. Too many in Government have had to sacrifice too much in economic advantage to serve the Nation.

Adequate salaries will result in economies and improved efficiency in the conduct of Government business—gains that will far outweigh the immediate costs. I hope the Congress will expedite action on salary legislation for all Federal employees in all branches of the Government. The only exception I would make is in the case of workers whose pay rates are established by wage boards; a blanket adjustment would destroy the system by which their wages are kept aligned with prevailing rates in particular localities. The wage boards should be sensi-

tive now, as they were during the war, to changes in local prevailing wage rates and should make adjustments accordingly.

I hope also that the Congress may see fit to enact legislation for the adequate protection of the health and safety of Federal employees, for their coverage under a system of unemployment compensation, and for their return at Government expense to their homes after separation from wartime service.

That is the President speaking.

In his message of September 6, 1945, the Chief Executive stated:

The most important impediment to obtaining efficient administrative officials in the Federal Government has been the pitiful wage scale. During the war many able and experienced men were obtained for Federal service on purely patriotic grounds. Some of these men who are unable to continue at the present salary scales would be willing to remain at adequate salaries.

In most of the various classifications of Federal employees, the wage scales, with few exceptions, are obsolete and inadequate. This is particularly true of the Federal judiciary.

I sincerely hope that the Congress will take early steps to provide decent wage scales for its Members and for the executive and judicial branches of the Government.

Mr. Chairman, it should be clearly understood that insofar as I shall act in the capacity of chairman of the House Civil Service Committee, and others in that group, that we will oppose crippling, damaging, and unfair amendments which will be offered. In our opinion, we bring to you a bill that is equitable and sound on all fours. We are prepared to fight it through along those lines. If we lose, we lose; if we win, we win; but, lose or win, we believe we are right.

Mr. REES of Kansas. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. REES of Kansas: Beginning on line 7, page 1, section 2—

Mr. WHITTINGTON. Mr. Chairman, a parliamentary inquiry.

The CHAIRMAN. The gentleman will state it.

Mr. WHITTINGTON. Mr. Chairman, as I understand it, we have not read section 2, and it is not open for amendment at the present time.

The CHAIRMAN. The gentleman is correct.

Mr. WHITTINGTON. I then make the point of order that the amendment is not in order at this time.

The CHAIRMAN. The gentleman is correct and the Chair sustains the point of order.

Mr. REES of Kansas. Mr. Chairman, I move to strike out the last two words.

Mr. Chairman, I would like to call attention to an amendment that I will submit at the proper time to this legislation. I shall appreciate it if the Members will give most careful consideration to the amendment. I have the highest respect and great regard for the distinguished chairman of my committee. I know that he is sincere. He believes this bill ought to pass in its entirety without amendment. He does not want it changed in any respect. He feels that we ought to allow increases in pay in accordance with the terms of the bill which, among other things, provides that those in the higher brackets will get a considerably greater amount of money than Members of Con-

gress. In my judgment, it is far out of line.

The CHAIRMAN. Will the gentleman indulge the Chair just a moment? Is the gentleman from Kansas seeking to offer a substitute for the entire pending bill?

Mr. REES of Kansas. Mr. Chairman, I am not. I will offer an amendment to the bill.

The CHAIRMAN. Of course, the bill is being read by sections. If the gentleman is seeking to offer a substitute for the entire pending bill it would be appropriate for him to offer it at the end of section 1, but if he wants to offer amendments to different sections of the bill they should be offered after the reading of each section.

Mr. REES of Kansas. May I say to the Chairman that my amendment begins immediately after the words and figures "section 2 (a)" on the first page, line 7. But it does not take out the entire bill, and for that reason, it is an amendment.

The CHAIRMAN. It will be offered as an amendment.

Mr. REES of Kansas. That is correct.

The amendment that I shall propose is the one that we discussed yesterday, with the exception of a slight change in one item, and that is, under the proposal I have submitted we apply a 45-percent rate on the first \$1,200, 18 percent from \$1,200 to \$3,400, but eliminate the additional 9 percent allowed in top brackets.

There was considerable criticism yesterday relating to the huge increases that would be granted to those who are now getting high salaries. Of course, my amendment will also limit the salaries of those who receive \$10,000 or more. My amendment, you will observe, will apply the formula to the salaries allowed prior to the passage of the act of July 1, 1945.

The distinguished gentleman from West Virginia [Mr. RANDOLPH] called attention to the question of increases in salary. I am not increasing these salaries in huge amounts above the present bill, but I am giving them, under my amendment, pretty good-sized increases, but not nearly as much as under the pending bill.

The \$1,200 base-pay man, as of last June, under my bill, will get \$1,740. The \$1,440 man will get \$2,023.20. The \$1,620 employee will get \$2,235.60. The \$1,800 man will, under my formula, get \$2,448, and under his formula he will get \$2,488.50.

Let us go down to the \$6,000 men. The \$6,000 man on the base pay a year ago was increased to \$6,650. What are you doing with him in this bill? You are giving him \$7,880.25; my proposal would pay \$7,152.

The CHAIRMAN. The time of the gentleman from Kansas has expired.

Mr. REES of Kansas. Mr. Chairman, I ask unanimous consent to proceed for five additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Kansas?

There was no objection.

Mr. DONDERO. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Michigan.

Mr. DONDERO. There seems to be considerable confusion in the minds of many Members as to what happens to the total pay now being received, let us say, by the secretaries in the offices of the Members, in that they get 18½ percent increase on that total amount. Do we add 10 percent under the gentleman's amendment on top of that?

Mr. REES of Kansas. My amendment will put the employees in the congressional offices on the same base as other employees. If you have an employee in your office who is now getting \$3,800 he will, under this bill, get \$4,808.

Mr. DONDERO. Take the employees in the departments of the Government. Do they receive under the gentleman's amendment the total amount they now receive plus 18½ and then 10 percent on top of that?

Mr. REES of Kansas. No; they do not.

Mr. DONDERO. Then what is the difference between the gentleman's amendment and the committee bill?

Mr. REES of Kansas. The difference between the amendment the gentleman from Kansas proposes and the committee bill is this: Under the 1945 act, the gentleman will recall, the salaries were increased on a percentage basis of 20, 10, and 5 percent. Under this amendment I propose to go back to that base pay before July 1945 and provide an increase of 45 percent on the first \$1,200, then 18 percent on all amounts up to \$3,400, and then we take out the 9 percent that is proposed in the Senate bill. In other words, it follows the measure passed by the Senate except in two respects. In place of 36 percent as being the first bracket, I increase that by 9 percent to 45 percent to apply on the lower base pay, and take out the 9 percent that goes to the top base pay.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from South Dakota.

Mr. CASE of South Dakota. Referring to the question the gentleman from Michigan [Mr. DONDERO] asked, Is it not true that the 10 percent which was proposed in the committee bill with reference to legislative employees was designed on the theory that legislative employees receive no overtime, and the 10 percent was proposed in lieu of the overtime of the executive branch?

Mr. REES of Kansas. I beg the gentleman's pardon. I thought he was talking about those employed in congressional offices.

Mr. DONDERO. I did inquire about that in the first instance.

Mr. CASE of South Dakota. Let us follow this point through and get it clear. The gentleman proposes to offer an amendment at the end of section 2 (a). Is a separate amendment to be offered later that will deal with legislative employees?

Mr. REES of Kansas. No; there will not be. They are considered in the amendment that will be offered.

Mr. CASE of South Dakota. In the first amendment that the gentleman offers he will take care of the legislative employees as well as change the per-

centage applicable to the employees in the executive departments?

Mr. REES of Kansas. We provide under this amendment for 10 percent for overtime, just as we do in the present bill.

Mr. CASE of South Dakota. The bill provides for 10 percent overtime for executive branch employees, as the bill is now written. Does the gentleman propose to apply an overtime-pay feature to the legislative employees?

Mr. REES of Kansas. That is correct, 10 percent.

Each officer and employee in or under the legislative branch entitled to the benefits of section 501 of this act shall be paid additional compensation at the rate of 10 percent of the aggregate of the rate of his basic compensation and the rate of additional compensation received by him under section 501 of this act, as amended.

Mr. CASE of South Dakota. Will the language the gentleman has just read be applicable to the employees of the executive branch, or does that apply to the legislative branch?

Mr. REES of Kansas. It applies to employees in the legislative branch.

Mr. CASE of South Dakota. Therefore the gentleman preserves the feature of providing a 10-percent allowance for employees in the legislative branch in lieu of the overtime which is paid to the employees in the executive branch?

Mr. REES of Kansas. That is correct.

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Washington.

Mr. JACKSON. In further reference to the question propounded by the gentleman from Michigan to the gentleman from Kansas, I believe the gentleman from Michigan may have been of the opinion that the 10 percent in lieu of overtime also applied to the executive branch. May I make it clear for the purpose of the record that that merely applies to the employees of the legislative branch of the Government. It does not apply to the employees in the executive branch. It is paid on the theory that the people on the Hill work on Saturdays, as we all know they do, and that they are being paid 10 percent in lieu of actual overtime. If the people working downtown put in 8 hours on Saturday, they do not get 10 percent, they get 30 percent, which is time and a half.

The CHAIRMAN. The time of the gentleman from Kansas has again expired.

Mr. REES of Kansas. Mr. Chairman, I ask unanimous consent to proceed for two more minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Kansas?

There was no objection.

Mr. KEEFE. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the distinguished gentleman from Wisconsin.

Mr. KEEFE. I would like to get the parliamentary situation cleared up with respect to the amendment which the gentleman proposes to offer. I went to

the Clerk's desk and read the amendment which the gentleman indicates he proposes to offer as soon as section 2 of the bill is read. The bill is being read for amendment, as I understand it, by sections. The amendment that the gentleman proposes to offer is not an amendment only to section 2, but is an amendment that carries over, including section 7.

Mr. REES of Kansas. That is correct.

Mr. KEEFE. If at the conclusion of the reading of section 2, the gentleman propose an amendment which is an amendment to all of the succeeding sections down to section 7 and beyond, I am wondering whether or not the gentleman is going to find himself in a parliamentary tangle and find that his amendment must be split up so as to make separate amendments to each section as it is read.

Mr. Chairman, will the gentleman yield so that I may make a parliamentary inquiry concerning that question?

Mr. REES of Kansas. I yield.

The CHAIRMAN. The gentleman will state the parliamentary inquiry.

Mr. KEEFE. May I ask the Chairman, who is familiar with the amendment as it is proposed to be offered by the gentleman from Kansas, must the amendment, if it is to be considered an amendment to various sections of the bill, be offered to each section as the section is read, or can the gentleman from Kansas offer an amendment at the conclusion of the reading of section 2, which in effect changes subsequent sections in the bill? Must he offer an amendment which will affect each specific section as the section is read?

The CHAIRMAN. The Chair will state that if the gentleman from Kansas offers an amendment to section 2 which applies to other sections of the bill, a point of order can be made against it unless the gentleman secures unanimous consent to have it considered when offered by him, notwithstanding the fact that other sections have not yet been read. If objection should be made to the unanimous-consent request, then amendments would have to be offered to each section of the bill as they are read.

Mr. REES of Kansas. Then, Mr. Chairman, I ask when the bill is read that I may have the unanimous consent of the Committee to submit my amendment in its entirety.

The CHAIRMAN. Is there objection to the request of the gentleman from Kansas?

Mr. RANDOLPH. Mr. Chairman, reserving the right to object, the point raised by the gentleman from Wisconsin [Mr. KEEFE] is pertinent and was already in the minds of the committee members. We were going to make the point that the amendment of the gentleman from Kansas [Mr. REES], referred to, covered sections which had not been read, and for that reason would make a point of order against the amendment as drafted. We realize the issue which has been drawn. There is no desire to get into a parliamentary snarl. I personally have no objection to the request of the gentleman from Kansas because the question is a basic one. The line is clean-

cut between the two philosophies. I shall not object.

Mr. TARVER. Mr. Chairman, reserving the right to object, there will be perfecting amendments offered to the sections which the gentleman from Kansas by his amendment proposes to strike. I think those perfecting amendments will raise an issue here upon which the House will desire to pass. They propose to substitute a \$400 across-the-board raise for the raise proposed either in the amendment of the gentleman from Kansas or in the committee bill. For that reason, I think it is necessary that these sections be considered one at a time. Therefore, Mr. Chairman, I object to the request of the gentleman from Kansas.

Mr. REES of Kansas. Mr. Chairman, if the gentleman from Georgia will withhold his objection, may I say that the question involved here is whether we are going to consider the committee bill or the proposal submitted by the gentleman from Kansas or the proposal that will probably be submitted by the gentleman from Georgia or someone else with respect to the \$400 proposal. I am just asking the gentleman would it not be agreeable, after the gentleman from Kansas has submitted his amendment, if he desires to do so, then he could submit a substitute for the amendment offered by the gentleman from Kansas. It seems to me that would be the proper way.

Mr. TARVER. If the gentleman will couple with his request the further request that perfecting amendments to all of the seven sections be considered and acted upon by the Committee of the Whole before his substitute for those sections is voted upon, I would have no objection to the request.

Mr. REES of Kansas. Mr. Chairman, I have no objection.

The CHAIRMAN. Does the gentleman desire to modify his request?

Mr. REES of Kansas. Yes, Mr. Chairman. I will modify the unanimous-consent request accordingly.

The CHAIRMAN. Is there objection to the modified unanimous-consent request of the gentleman from Kansas?

Mr. HERTER. Reserving the right to object, Mr. Chairman, the amendment being offered by the gentleman from Kansas [Mr. REES], as I understand it, contains two substantially different proposals. The first has to do with the sliding scale of pay to the substitute for the fixed pay. The second proposal, which appears at the end, makes this bill non-applicable to anyone receiving \$10,000, or to statutory salaries. Those are two entirely separate proposals. I am wondering if the gentleman would be willing to make his unanimous-consent request to have those sections that deal with the sliding scale of pay substitution as one, and the other proposals as a separate amendment.

Mr. REES of Kansas. Mr. Chairman, I modify my request further, that my amendment with respect to the \$10,000 limitation not be included in the present amendment. I will submit that proposal in a separate amendment.

The CHAIRMAN. Is there objection to the further modified unanimous-consent request of the gentleman from Kansas?

Mr. CASE of South Dakota. Reserving the right to object, Mr. Chairman, I should like to ask the gentleman from Kansas whether or not in his amendment as it is pending it includes a complete substitution for all of the remaining sections in the bill after section 2.

Mr. REES of Kansas. It does not.

Mr. CASE of South Dakota. How far does it go?

Mr. REES of Kansas. Down to and including section 6. It did include section 7.

Mr. CASE of South Dakota. It occurred to me that it would be in order for the gentleman to have offered the amendment as a substitute for the bill, and add to this amendment the remaining sections of the bill, or that he might consider offering a new section following section 2, which would be a part of his original amendment. It might be that the best solution is that suggested by the gentleman from Massachusetts [Mr. HERTER], one amendment raising the issue on the sliding scale of pay, and a separate amendment raising the issue on the \$10,000 limitation.

Mr. REES of Kansas. In my opinion, we should decide the particular issue now, but it will come in a separate amendment.

Mr. KEEFE. Mr. Chairman, reserving the right to object, may I have the proposal of the gentleman from Kansas stated, so that we may know what this unanimous-consent request really is. With the additional addenda and amendments that have been offered, I am certain I do not know just what the unanimous-consent request now is.

The CHAIRMAN. The Chair will make an honest effort to state it. The gentleman from Kansas [Mr. REES] asked unanimous consent to offer his amendment after the reading of section 2, although it affects several other sections of the pending bill, with the understanding that the gentleman from Georgia [Mr. TARVER] may offer perfecting amendments to those sections, and that they shall be acted upon before action on the amendment offered by the gentleman from Kansas [Mr. REES].

Mr. TARVER. Mr. Chairman, I shall not personally offer the amendments. They will be offered by another Member.

The CHAIRMAN. That type of amendment mentioned by the gentleman from Georgia shall be in order and shall be acted upon before action on the Rees amendment. And further that that part of the Rees amendment relating to the removal of salary ceilings shall be considered separately.

Mr. KEEFE. That states it clearly.

The CHAIRMAN. Is there objection to the request of the gentleman from Kansas?

There was no objection.

Mr. McCORMACK. Mr. Chairman, I move to strike out the last two words.

Mr. Chairman, I believe it is a very fine idea that we have clarified the issue by the unanimous-consent request that has just been agreed to, because that will enable the two theories involved to be brought before the Committee of the Whole: One, the bill as reported out by a large majority of the members of the

committee; and, two, as advocated by the gentleman from Kansas [Mr. REES]. I have just a few observations to make as to what I think and hope the course taken by the Committee of the Whole and later by the House will be.

It seems to me that the amendment offered by the gentleman from Kansas [Mr. REES] as we look at the over-all picture does not go as far as the conditions and circumstances warrant. We have a situation where the committee has considered this for a long period of time. We have a bill that came over from the Senate which I think most Members feel as amended in the Senate was, as applied to the over-all picture, entirely inadequate. We have this bill before us reported out, as I remember, by a vote of 14 to 3. If I am mistaken in that, I wish to be corrected. On a bill of this kind that is a pretty convincing majority, and from that vote it is apparent that members on both sides of the Committee on the Civil Service to the number of 14 favored the bill as reported out.

The argument that some employees of the executive branch of the Government will receive a salary larger than Members of Congress if the bill as reported by the committee is passed does not impress me as a fair one or a sound one. Certainly I am not going to vote against any increase in salary for any man because that person, as the result of my vote, if I think he is entitled to it, will get a salary larger than I am receiving. As far as I am concerned I am prepared to vote to increase the salaries of Members of Congress to \$20,000 a year. I voted for the retirement bill; I voted against the repeal; I voted for the rule to consider it the last time. As a member of the Massachusetts Legislature on two occasions I had an opportunity to vote for an increase of my salary, and on two occasions I voted for it. I feel that Members of Congress are inadequately paid, and while I recognize that the \$20,000 a year salary that I personally would vote for probably will not go through, I do not see any reason why Members of Congress should have any hesitancy in voting a substantial increase for themselves. I am prepared to do it. I voted for the \$2,500 expense account and spoke for it. I am willing to assume the full responsibility to the people of my district; I have no apologies to offer. So I would not vote against someone else getting a higher salary than I if I felt they were entitled to it, just because I am not getting more than \$10,000, because that is within the control of a majority of this body and a majority of the other body to take care of.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. McCORMACK. I yield.

Mr. RANDOLPH. As far as the so-called \$10,000 ceiling is concerned, this House has allowed more than \$10,000 to be paid to certain of its legislative employees. This House has allowed certain individuals within the Veterans' Administration to receive more than \$10,000; this House by its action in connection with the postal pay increase bill has ratified, in effect, salaries above \$10,000 because literally a score of postmasters

are receiving far in excess of \$10,000 and would receive the increases. So that in at least three categories, a ceiling which some say has never been broken before, has, by the action of this Congress, been raised.

The CHAIRMAN. The time of the gentleman from Massachusetts has expired.

Mr. McCORMACK. Mr. Chairman, I ask unanimous consent to proceed for five additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

Mr. MASON. Mr. Chairman, will the gentleman yield?

Mr. McCORMACK. I yield to the gentleman from Illinois.

Mr. MASON. I want to correct the statement that there are scores of postmasters receiving \$10,000 or more. There are not scores of postmasters receiving \$10,000 or more. There are only two postmasters in the United States, as I understand it, who receive \$12,000.

Mr. McCORMACK. The basic statement made by the gentleman from West Virginia is confirmed by my friend when he says there are some in the executive branch who get more than \$10,000 a year.

Mr. KEEFE. Mr. Chairman, will the gentleman yield?

Mr. McCORMACK. I yield to the gentleman from Wisconsin.

Mr. KEEFE. I note this bill is one to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes. Do I understand the distinguished majority leader is going to offer an amendment to this bill to increase the compensation of Members of Congress?

Mr. McCORMACK. No; I have no intention of so doing, but the gentleman from Massachusetts would have no hesitancy, I may say, in supporting it.

Mr. KEEFE. It could be done to this bill; could it not?

Mr. McCORMACK. I may say that we have one of the greatest parliamentarians in the chair who ever sat in this body, the gentleman from Tennessee [Mr. COOPER], and I would say that if anyone raised a point of order against such an amendment a very powerful argument on the germaneness of the amendment could be made.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. McCORMACK. I yield to the gentleman from West Virginia.

Mr. RANDOLPH. The matter of an increase in the payment to Members of Congress is not, under our parliamentary situation, referred to the Civil Service Committee of the House; therefore, we could not deal with it directly. That goes to another committee. An amendment, if offered to this bill, would not be germane, I am informed.

Mr. McCORMACK. The gentleman from Wisconsin did not raise that question. We have a bill before us, and he asked the question as to whether or not in substance an amendment would be in order. Of course, the character of the bill before the House would determine

that. I said that if a point of order were raised against such an amendment, a powerful argument in favor of its germaneness could be made.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield?

Mr. McCORMACK. I yield to the gentleman from South Dakota.

Mr. CASE of South Dakota. Section 502 of the bill carried on page 4 says:

Each officer and employee in or under the legislative branch entitled to the benefits of section 501 of this act shall be paid additional compensation at the rate of 10 percent—

And so forth. It occurs to me an amendment is always in order to strike, and if the language were stricken, "entitled to the benefits of section 501 of this act," then the language of the bill would be "each officer and employee in or under the legislative branch shall be paid additional compensation at the rate of 10 percent," and so forth.

May I ask the gentleman whether or not a Member of Congress is an officer in the legislative branch?

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. McCORMACK. I yield to the gentleman from Washington.

Mr. JACKSON. The answer to the gentleman's question is that employees of Congress are specifically exempted under the provisions of the Employees' Pay Act of 1945.

Mr. McCORMACK. Mr. Chairman, there is one closing observation I want to make and that is in connection with the salary of Members of Congress. I think we ought to face the situation squarely ourselves on a bill brought in here confined to ourselves. Let us vote for an increase in salary on that straight issue. So that whether or not an amendment would be germane to this bill, I feel it would be inadvisable and unwise to have the question injected into this matter. We ought to meet it squarely and head-on by having a bill introduced. If it is reported out by a committee I shall bring it up as quickly as possible, with that one question only involved.

There is one further thought I want to leave with the Members. The Rees amendment, to me, seems to be too low, as we look at the over-all picture. I think the wise thing for us to do is to support the committee report. The bill will then go to conference. When this bill goes to conference there will be disagreement to the provisions of the bill as passed by the House and the bill as passed by the Senate, and there will be plenty of leeway for the conferees of both branches to get together and adjust the differences in a fair and equitable way and in a manner that will probably be more satisfactory than if we adopt the Rees amendment, and then send the bill as amended to conference with the Senate amendment, which is too low. The Rees amendment in the middle brackets is entirely too low.

On that broad question, feeling that the committee has done a fine job on the whole, and that it is going to conference, and that there is broad latitude for the conferees to pass upon any differences, I hope that the Rees amendment will be defeated.

Mr. BENNET of New York. Mr. Chairman, I rise in opposition to the pro forma amendment.

(Mr. BENNET of New York asked and was given permission to revise and extend his remarks.)

Mr. BENNET of New York. Mr. Chairman, I want to address myself to three subjects in which I think the Members are interested. In the first place, everybody, I think, is more interested, generally speaking, in the lower-paid employees than in the higher-paid ones. I do not want to go into a lot of detail, since there has been some reference made to it already, but I wish everybody would look at the table on page 10 of the report, and you will see that the Committee on the Civil Service in bringing this bill to the House has made an effort to do the very thing you want to do, and that is to reward the lower-paid employees. You will see that there were larger increases provided for the lower brackets than for the higher ones to cope with living increases as reported by the Bureau of Labor Statistics. If you will do that, it will do more good than a long speech by me on that subject. You can look at any grade you want and see the percentage increase and determine for yourselves whether or not justice is done.

Mr. ABERNETHY. Mr. Chairman, will the gentleman yield?

Mr. BENNET of New York. I yield to the gentleman from Mississippi.

Mr. ABERNETHY. But it refers to percentages and not dollars and cents, does it not?

Mr. BENNET of New York. It refers to both. It gives both figures. If you look at the higher brackets, you will see that this proposed bill provides increases in the higher brackets of 27½ percent, or thereabouts, a good deal less than the increased cost of living.

Mr. COLE of Missouri. Mr. Chairman, will the gentleman yield?

Mr. BENNET of New York. I yield to the gentleman from Missouri.

Mr. COLE of Missouri. I notice that those whose base pay is now \$9,000 per annum would under this bill draw \$11,613. That amounts to an increase of \$2,613 a year.

Mr. BENNET of New York. That is correct.

Mr. COLE of Missouri. I understand that there will be an amendment offered to increase all Federal employees' salaries \$400 per year. I would like to ask the gentleman if \$400 will not buy as many groceries for the man whose basic pay is \$9,000 as it will for the worker whose basic pay is \$1,200?

Mr. BENNET of New York. I suppose the only answer to that question is "Yes." If you go to a grocery store, \$400 will buy the same amount of groceries.

Mr. COLE of Missouri. Then why would not a \$400 increase be sufficient?

Mr. BENNET of New York. I do not think that that is a proper approach to this question. Even the gentleman from Kansas does not suggest that. He suggests a graduated pay scale here which he thinks would be better than a flat increase across the board.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. BENNET of New York. I yield to the gentleman from West Virginia.

Mr. RANDOLPH. May I call attention to the fact that the \$400 across the board is inequitable, but in the total cost it would run approximately what the committee bill would cost, approximately \$400,000,000, so there is no saving, and it is an inequitable adjustment of the salaries.

Mr. MASON. Mr. Chairman, will the gentleman yield?

Mr. BENNET of New York. I yield to the gentleman from Illinois.

Mr. MASON. If it is an inequitable adjustment of salaries, why did three-hundred and eighty-some-odd Members of the House day before yesterday vote for an inequitable adjustment of salaries and only 1 vote "no"?

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. BENNET of New York. I yield to the gentleman from Washington.

Mr. JACKSON. I believe I can answer the gentleman from Illinois by saying that the \$400 formula obviously was equitable for the postal employees because most of them are in one group. They are mostly mail carriers and clerks. Here we are dealing with people receiving all the way from \$900 to \$10,000. It is an entirely different situation than we have presented in the postal employees pay bill.

Mr. MASON. The postal employees pay bill dealt with people in all brackets from \$1,500 up to \$10,000.

Mr. JACKSON. The gentleman knows that, taking any post office in any community in the country, there are not very many in that post office that make more than \$2,700—very, very few. Of course, there are postmasters that are getting more than \$10,000 a year now, and we called that to the attention of the House.

Mr. BENNET of New York. The distinguished majority leader stole a good deal of my thunder unintentionally, not knowing what I was going to say. I want to dwell briefly on the point he raised. I dislike to see injected into this debate the question of what Members of Congress are paid or what the Doorkeeper is paid. We have both these matters under our control. If it is fair to raise other employees, that is the only basis on which we should determine this bill, not what we are paying ourselves. I bring up the question of the Doorkeeper's salary because I know there is some interest in it. It is reported in this morning's newspaper under the heading "The Answer to the \$64 Question." With your permission, I will read it. It is very brief:

Would that 18.5 percent Government pay-raise bill give the House Doorkeeper more pay than a \$10,000 Congressman?

Yesterday House Members were told that it would. However, the House Disbursing Office says it wouldn't. Doorkeeper Ralph R. Roberts now gets \$6,939.96 per year. Under the pay bill, he would get an extra \$375 in lieu of overtime pay, with the 18.5 percent in addition. Total pay, \$8,668.23.

On the other hand, there's the House reading clerk. He now gets \$8,370. Add an extra \$518 for overtime, plus 18.5 percent, and you make a lot of Congressmen smoking mad.

That is what the newspaper said.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. BENNET of New York. Mr. Chairman, I ask unanimous consent to proceed for 3 additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

There was no objection.

Mr. BENNET of New York. Mr. Chairman, we fixed the Doorkeeper's salary, we fixed the salary of the reading clerks, we fixed the other legislative salaries when we passed the pay bill. If these salaries were fair when we fixed them—and I think they were—then just adding on an increase to take care of the cost of living in the meantime is also fair. That element should not be injected into the situation.

Mr. JACKSON. Mr. Chairman, will the gentleman yield further?

Mr. BENNET of New York. I yield.

Mr. JACKSON. Is it not true that the Committee on the Civil Service has no jurisdiction over the salaries of the employees the gentleman has mentioned? Is it not further true that those people are covered in the legislative appropriation bill and some of the salary provisions were amended on the floor of the House and some in committee?

Mr. BENNET of New York. I remember one of the first things I did as a Member of Congress was to vote for the bill to which the gentleman refers. I will say I did not know much about the items that went into it, but I voted for the bill.

Mr. MASON. The gentleman's committee took jurisdiction over the legislative salaries by including them in this bill.

Mr. BENNET of New York. If the gentleman wants to make a point of order he may do so.

Mr. JACKSON. The committee never took jurisdiction over a change in the basic salaries of those people. It simply applies the percentages. The basic salaries are fixed by the Legislative Appropriations Subcommittee and by the Committee on Accounts. I think we ought to be fair about it and not try to confuse the issue.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. BENNET of New York. I yield to the gentleman from West Virginia.

Mr. RANDOLPH. I want to be corrected, and I ask the attention of my friend the gentleman from Illinois [Mr. MASON]. Instead of a score of postmasters, as I said, it should have been 13. There are 13, and that is a figure higher than the gentleman presented; so we are both in error.

Mr. MASON. No; I beg the gentleman's pardon but I have to differ with him. I did not say there were only two at \$10,000, I said two with \$10,000, and it was fewer than twoscore that received \$10,000. So I am still correct, according to my interpretation.

Mr. RANDOLPH. I think 13 is a little closer to 20 than 2 is to 13.

The CHAIRMAN. The time of the gentleman from New York has again expired.

Mr. BENNET of New York. Mr. Chairman, I ask unanimous consent to proceed for three additional minutes.

The CHAIRMAN. Without objection, it is so ordered.

There was no objection.

Mr. BENNET of New York. Mr. Chairman, I would like to conclude my statement by saying that like the majority leader I voted for the expense account last year. I am glad I did. I certainly have no apologies for it. I believe that this body, practically the board of directors of the biggest business in the world, should be more adequately compensated. I believe if we stood up on our hind legs and said so and brought in a bill to pay what the majority of the Members felt is adequate compensation, we would be applauded by the people whose respect we want, and those are the intelligent people of our districts; and in my district, and I am sure in your districts, they constitute the majority.

Mr. COLE of Missouri. Mr. Chairman, will the gentleman yield?

Mr. BENNET of New York. I yield.

Mr. COLE of Missouri. Did the gentleman say that to the voters of his district when he first ran for office?

Mr. BENNET of New York. That question did not come up and, if it had, I can tell the gentleman that I would have told them that I would vote for an increase in salary. I am saying it now, and I am going to run for reelection this fall.

Mr. GALLAGHER. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I have worked all my life in the lower-paid brackets. I have worked as a white-collar man and I have worked where I got callouses on my hands. In both categories I have worked in some places where I knew more than the man who was directing my services. There is nothing more unpleasant that takes the ambition out of persons and keeps them from doing their best than incompetent overseers. As a man who tries to look out after the interests of the common man and the people in the smaller brackets, I want to say there is nothing more essential for pleasant working conditions and for the development of ambition to advance than capable overseers and directors. It is just as much to the interest of the worker to see that competent men are placed over him in directing his services so that his talents can be used and so that he will have a chance to advance as it is for him to get a raise. We know times are pretty good in this country. The war is over. Before the war, competent men were taken from the Government on account of inadequate salaries. Now we have as scientists and directors of personnel some of the ablest men the Government has ever employed. I hope we do not lose them and thus lose efficiency in government and make it so that the common ordinary employee of the Government does not have a chance to advance because his talents cannot be judged properly by incompetent superiors. I am for the bill as written.

The CHAIRMAN. The time of the gentleman from Minnesota has expired.

Mr. TARVER. Mr. Chairman, I rise in opposition to the pro forma amendment.

Mr. Chairman, I am a Democrat of the horse-and-buggy days. I am rather proud of that fact. I believe that the only way to economize is to economize. I regret that more people in this country are not in accord with that principle.

Until last year I voted consistently against increasing the salaries of anybody connected with the Federal Government. I was one of four Members of this House who voted against a bill, passed 2 years or more ago, which proposed to give an increase in salary to the employees of the Post Office Department. Yet I have realized that, with the increases which have come about in the cost of living, the Congress can no longer ignore the right, especially the right of the lower-paid employees, not only in the Post Office Department but in other departments of the Federal Government, to an increase in pay which will afford them at least the same type of living that they had before the present inflationary trend began. I realize further that if this trend continues—and as far as I can see there is nothing in the wind to stop it—there must be further increases in salaries for these lower-paid employees of the Government, whether in the postal or other service of the Government within the not-distant future.

The thing I want to try to impress upon you is that if you enact either the pending bill or the substitute provisions which will be proposed by the gentleman from Kansas [Mr. REES], you will have departed from the pattern which you laid down in the passage of the bill 2 days ago for the benefit of the employees of the Post Office Department. I know it is said by the gentleman from Washington [Mr. JACKSON] and others that the other Federal employees not in the postal service received an increase in pay last year which was out of proportion to the increase in pay accorded to the employees of the postal service. But presumably the Congress last year in enacting those two items of legislation, the one dealing with the Post Office Department and the one dealing with the other branches of the Federal service, did what it thought was the right and fair thing to do as affecting all these various types of employees of the Government. So that when you go along as you did 2 days ago—and I helped do it—and pass a bill which provides for giving a straight-across-the-board increase to all employees of the Post Office Department, without regard to the salary which they now may be receiving, and then come in 2 days later and undertake to adopt a system of increases for the employees of other branches of the Federal Government which begins with increases of about \$270, or some similar amount, and increases to perhaps \$1,850 or \$2,000 to those in the higher-paid brackets, you are, in my judgment, inconsistent, and you are making fish of one and fowl of the other. I think we should apply a straightedge to legislation of this type, and that those who are in the other branches of the Government ought to be given exactly the same type of treatment which we have accorded those who are employed by the Post Office Department.

The primary reason for giving increases in salaries to anybody is to enable them to defray the increased cost of living. A man who is making a salary of nine or ten thousand dollars a year is not suffering as far as his ability to meet the increased cost of living is concerned. The man who is suffering is the fellow in the lower grades, the man making \$1,200 or \$1,500 or \$2,000 a year. He is the man who is having difficulty in meeting his living obligations in these days of high prices. Any legislation which we may pass ought to be enacted for his benefit. It was for that reason that while I might have differed with the recommendation of the Committee on the Post Office and Post Roads as to the amount of their purposed increase for postal employees, yet I was willing to go along with it because it primarily affected the lower-paid employees.

The CHAIRMAN. The time of the gentleman from Georgia has expired.

Mr. TARVER. Mr. Chairman, I ask unanimous consent to proceed for five additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Georgia?

There was no objection.

Mr. TARVER. The justice of the demand represented by this legislation consists in the higher living costs of those lower-paid employees of the Government, not on the claim of the \$9,000- and \$10,000-a-year men for additional compensation, because in these troubled days those men, if they are of the right caliber, ought to be willing to make some sacrifice to continue to serve their Government until this period of emergency is over; and the Lord knows it is far from over.

Mr. ROBSION of Kentucky. Mr. Chairman, will the gentleman yield?

Mr. TARVER. I yield to the gentleman from Kentucky.

Mr. ROBSION of Kentucky. I assume that the gentleman has found out or estimated the difference in cost to the Treasury between the bill proposed by the committee and the amendment proposed by the gentleman from Kansas [Mr. REES].

Mr. TARVER. I have not made any calculation of my own, but if the gentleman will examine yesterday's RECORD he will find that the gentleman from Washington [Mr. JACKSON] said that the straight-across-the-board raise of \$400 would not cost any more than the committee bill. The gentleman from Kansas said his proposal would cost \$80,000,000 less than the committee bill.

Mr. ROBSION of Kentucky. That is what I had in mind.

Mr. TARVER. That is correct.

Mr. ROBSION of Kentucky. I got the impression that it was claimed that the \$400 annual increase straight across the board would cost as much as, or more than, either one of these bills.

Mr. TARVER. That is correct. The difference is it would go to the lower-paid employees.

Mr. ROBSION of Kentucky. Yes; but if the gentleman will look at this list he will find that it does not exceed the \$400 for the lower-paid people.

Mr. TARVER. That may be possible in some cases.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. TARVER. I yield.

Mr. WHITTINGTON. Is it not true that sooner or later there must be an adjustment with respect to the equality of salaries paid to comparable Federal employees and that that is a question that will be pending in the conference between the two bodies?

Mr. TARVER. I am glad the gentleman from Mississippi asked that question. I conceive this situation coming about: In the beginning of the next Congress, if you pass the committee bill, your Federal employees not in the postal service will come to Congress and say: "Why, last year you granted the postal employees a salary increase of only \$400 a year, but you granted us only \$250 or \$270. We ought to be placed upon the same basis as they in the same grades."

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. TARVER. Not at this moment. I will as soon as I have completed my thought.

The higher-paid employees of the Post Office Department—and they are not all \$2,500-a-year men, they get as high as \$12,000, as you heard, I believe, today—they will come to Congress saying: "Last year you granted all of the employees in the Federal Government in the other services an 18½-percent increase, but you granted us only \$400. We are entitled to be placed on a parity with them."

And both groups of employees will be right, and the succeeding Congress, in my judgment, the Eightieth Congress, will pass legislation which will carry into effect their claims. So why not adjust the matter now? Why make fish of some and fowl of the rest? Why not place them all on the same basis and adopt the amendment to be proposed by the gentleman from Texas [Mr. LYLE], as a perfecting amendment to this section which will propose a straight-across-the-board increase of \$400, just as we did for the postal employees?

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. TARVER. I yield to the gentleman from Washington.

Mr. JACKSON. Let me explain to the gentleman that actually in the two bills the percentages are the same. The reason the postal employees asked for this bonus was because they thought it was a more equitable way of making the adjustment to their employees. If you applied a flat percentage increase they would not benefit as much as they did from the straight-across-the-board increase. The net effect from the standpoint of cost and percentage is exactly the same in the two bills.

The CHAIRMAN. The time of the gentleman from Georgia has expired.

Mr. TARVER. Mr. Chairman, I ask unanimous consent to proceed for one additional minute.

The CHAIRMAN. Is there objection to the request of the gentleman from Georgia?

There was no objection.

Mr. TARVER. Mr. Chairman, the net effect is that under your bill the men who are getting the higher salaries will receive an increase of 18½ percent, as I understand it. If they are getting \$10,000 that would be \$1,850, while the fellow who is getting \$1,500 receives the same rate of increase, which is about \$270. The justification for this bill is that you are going to aid the employees to meet the increased cost of living. Now, who is more entitled to get this increase to meet the increased cost of living, the man getting \$1,500 or the man getting \$10,000? Why not give the same type of increase to all of them? If you are right in doing that for the postal employees why would you not be right in doing it here?

The CHAIRMAN. The time of the gentleman from Georgia has again expired.

Mr. RANDOLPH. Mr. Chairman, we have not gone beyond section 1 of this bill. We want to get to section 2 so that the gentleman from Kansas may offer his amendment.

Mr. Chairman, I ask unanimous consent that all debate on this section and all amendments thereto do now close.

The CHAIRMAN. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

The Clerk read as follows:

INCREASE IN CLASSIFICATION ACT PAY RATES

SEC. 2. (a) Each of the existing rates of basic compensation provided by section 13 of the Classification Act of 1923, as amended and supplemented, is hereby increased by 18.5 percent. Such augmented rates shall be considered to be the regular rates of basic compensation provided by such section.

(b) The increase in existing rates of basic compensation provided by this section shall not be construed to be an "equivalent increase" in compensation within the meaning of section 7 (b) (1) of the Classification Act of 1923, as amended.

Mr. REES of Kansas. Mr. Chairman, I offer an amendment.

Mr. LYLE. Mr. Chairman, a parliamentary inquiry.

The CHAIRMAN. The gentleman will state it.

Mr. LYLE. Mr. Chairman, I propose to offer an amendment which will be in the nature of a perfecting amendment. I would like to know whether or not I would now be in order at this time to offer the amendment, prior to the consideration of the amendment about to be offered by the gentleman from Kansas?

The CHAIRMAN. In reply to the parliamentary inquiry, the Chair will say that under the unanimous-consent agreement the gentleman from Kansas will offer his amendment and have it pending. The gentleman from Texas can then offer his amendment as a perfecting amendment. The amendment offered by the gentleman from Texas under the unanimous-consent agreement will be voted on first.

The Clerk will report the amendment offered by the gentleman from Kansas.

The Clerk read as follows:

Amendment offered by Mr. REES of Kansas: "Beginning on line 7, page 1, strike every-

thing after 'Sec. 2 (a)' on that page, also strike everything on pages 2 and 3, and also strike everything up to and including the word 'repealed.' on line 21, page 4; and insert the following:

"The first sentence of section 405 (a) of the Federal Employees Pay Act of 1945 is amended to read as follows: 'Each of the existing rates of basic compensation set forth in section 13 of the Classification Act of 1923, as amended, except those affected by subsection (b) of this section, is hereby increased by 45 percent of that part thereof which is not in excess of \$1,200 per annum, plus 18 percent of that part thereof which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum.'

"(b) Each of the existing rates of basic compensation provided for in subsections 405 (b) (1) and (2) of the Federal Employees Pay Act of 1945 is hereby increased by 17.5 percent. Such augmented rates shall be considered to be the regular rates of basic compensation, and such increase in said rates of basic compensation shall not be construed to be "an equivalent increase" in compensation within the meaning of section 7 (b) (1) of the Classification Act of 1923, as amended.

"INCREASE IN PAY RATES IN THE LEGISLATIVE BRANCH

"SEC. 3. (a) The first sentence in section 501 of the Federal Employees Pay Act of 1945 is amended to read as follows: "Except as provided in section 503, each officer and employee in or under the legislative branch to whom this title applies shall be paid additional compensation computed as follows: Forty-five percent of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 18 percent of that part of such rate which is in excess of \$1,200 per annum, but not in excess of \$4,600 per annum."

"(b) Section 502 of such act is amended to read as follows:

" "ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

" "SEC. 502. Each officer and employee in or under the legislative branch entitled to the benefits of section 501 of this act shall be paid additional compensation at the rate of 10 percent of the aggregate of the rate of his basic compensation and the rate of additional compensation received by him under section 501 of this act, as amended."

" "INCREASE IN PAY RATES IN THE JUDICIAL BRANCH

"SEC. 4. (a) The first sentence of section 521 of the Federal Employees Pay Act of 1945 is amended to read as follows: "Each officer and employee in or under the judicial branch to whom this title applies shall be paid additional basic compensation computed as follows: Forty-five percent of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 18 percent of that part of such rate which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum."

"(b) The second sentence of such section 521 is amended by inserting after "section 405 of this act" the following: "and section 2 of the Federal Employees Pay Act of 1946."

"(c) Section 522 of such act is hereby repealed.

" "INCREASE IN PAY RATES FOR CUSTOMS CLERKS AND IMMIGRANT INSPECTORS

"SEC. 5. The first sentence of section 602 (a) of the Federal Employees Pay Act of 1945 is amended by changing the semicolon which follows the words "of this act" to a comma, and inserting after the comma the following: "as amended by the Federal Employees Pay Act of 1946;".

"INCREASE IN STATUTORY PAY RATES IN THE EXECUTIVE BRANCH NOT UNDER CLASSIFICATION ACT

"SEC. 6. The first sentence of section 602 (b) of the Federal Employees Pay Act of 1945 is amended by changing the semicolon which follows the words "of this act" to a comma, and inserting after the comma the following: "as amended by the Federal Employees Pay Act of 1946;".

Mr. RANDOLPH (interrupting the reading of the amendment). Mr. Chairman, the amendment that is being read was placed in the RECORD yesterday by the gentleman from Kansas [Mr. REES]. I ask unanimous consent that the further reading be dispensed with and that it be printed in the RECORD at this point.

Mr. WHITTINGTON. Mr. Chairman, reserving the right to object, I do not understand about section 7. Under the unanimous-consent agreement I believe there was to be separate treatment of section 7, and the gentleman's proposed substitute includes section 7.

Mr. REES of Kansas. Under the agreement, section 7 is left out of my present amendment.

Mr. WHITTINGTON. But it was read in the gentleman's present amendment. It ought to conclude at the end of line 18 instead of line 21.

Mr. REES of Kansas. In any event, the proposal, under my amendment, omits section 7.

The CHAIRMAN. Without objection, the amendment will be modified to read "down to and including line 18 on page 4." so as to leave section 7 in the pending bill.

There was no objection.

The CHAIRMAN. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

Mr. REES of Kansas. Mr. Chairman, I think the issue with respect to this legislation now is fairly well drawn. The question is whether this Committee wants to adopt the provisions reported in the bill now before the Committee or whether it wants to adopt the provisions that I have submitted which are, after all, a modification of the bill that passed the other body, or, thirdly, whether the Committee expects to support legislation that will provide \$400 for every Federal employee included under this legislation.

Mr. Chairman, the proposal I have submitted, in my judgment, is just about as fair and equitable as can be arranged. Last year this Congress passed an act by which it increased the salaries of Federal employees on a graduated scale. That scale, by the way, if you are not familiar with it, provides a formula that a 20-percent increase is granted on the first \$1,200 or fraction thereof, 10 percent on \$1,200 up to \$4,600, and 5 percent above that amount. The proposal I have submitted goes back to the base pay in effect in June 1945, and increases the base pay of \$1,200, or fraction thereof, by 45 percent, and provides for an increase of 18 percent on the next \$3,400 or fraction thereof.

I have prepared extra copies of a table showing comparative figures showing

comparisons between the committee bill and the proposal I have submitted. I suggest you examine it carefully.

You will observe that under the pending bill the \$5,200 employee of a year ago is increased to \$6,884 under this bill. My proposal would pay him \$6,352, which is \$1,684 above the \$5,200.

Then if you go up to the employee receiving \$6,000 a year ago, my proposal would pay him \$6,650. The pending bill gives him \$7,880.25, a \$1,880 increase.

The \$8,000 man under the increase last year got \$8,750. Under my amendment he would be increased to \$9,152. Under the present bill he would get \$10,368.75, or a \$2,368 increase.

The CHAIRMAN. The time of the gentleman from Kansas has expired.

Mr. REES of Kansas. Mr. Chairman, I ask unanimous consent to proceed for five additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Kansas?

There was no objection.

Mr. REES of Kansas. The \$3,500 man last June got \$9,275 in the increase. I increase that a little and give him \$9,652. Under the present bill he would get \$10,990.87.

Mr. Chairman, the proposal I have submitted starts at an increase of 20.6 percent on the first few grades, but it is an overall increase of 15.5 percent. My statement yesterday was that it was 15.6 percent, but the Civil Service Committee officials have advised it is 15.5 percent. The larger percentage are in the lower paid groups, the larger incomes get much smaller percentages. The cost of my bill on the basis of 978,000 employees will be \$354,000,000. It is less in total amount but does provide for equitable adjustments favoring the lower-income groups. Of course, on the basis of the employment we have today, which is approximately 1,300,000, the cost of all proposals would be increased accordingly. I direct your attention to the fact that even with these conservative figures, this bill costs less money than the proposal submitted by the committee. It gives more to those in the low brackets and gives less, considerably less, to those in the high brackets. In my judgment, the proposal is fair and equitable. I trust you will consider the matter carefully. In my humble judgment, it is equitable and entitled to your approval.

Miss SUMNER of Illinois. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentlewoman from Illinois.

Miss SUMNER of Illinois. Is it true on the basis of employment as it is today your bill, which costs less than the other, would cost over half a billion dollars?

Mr. REES of Kansas. No.

Miss SUMNER of Illinois. How much would it cost?

Mr. REES of Kansas. It would cost \$35,000,000.

Miss SUMNER of Illinois. Does that include the payments the Government makes toward the retirement of these people?

Mr. REES of Kansas. No; these are salary payments.

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Washington.

Mr. JACKSON. For the purposes of the RECORD, assuming the figure of nine-hundred-and-some-odd-thousand is reached, as proposed by the Bureau of the Budget, the actual cost of taking care of the pay roll for the Federal employees will probably be reduced in the over-all cost. I think that ought to be clarified. If you can cut down the number of employees, the amount we are appropriating for this purpose will actually be less than what we now pay.

Mr. REES of Kansas. I agree, we should be realistic, but we have 1,300,000 at the present time who come under this bill. Therefore, what reductions will come about has yet to be determined. We hope, of course, the reduction will be considerable. I pointed out yesterday that up to the present time in 44 of our old-line agencies the figures of the Bureau of the Budget indicate an increase rather than a decrease, and as of January this year the decrease was only 2,500 employees. Therefore, it does not seem to be a very favorable outlook so far as reductions are concerned. I intend to propose an amendment to the pending bill that would make it effective only when the number of employees has been reduced to the 900,000 indicated by the gentleman from Washington. Let me direct your attention to the fact that my proposal will save more than \$80,000,000 annually over any other proposal that has been submitted. Why not give some consideration to the overburdened taxpayer against whom you are charging this bill.

The CHAIRMAN. The time of the gentleman from Kansas has expired.

Mr. ROGERS of Florida. Mr. Chairman, I ask unanimous consent that the gentleman from Kansas [Mr. REES] may proceed for one additional minute.

The CHAIRMAN. Without objection, it is so ordered.

There was no objection.

Mr. ROGERS of Florida. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Florida.

Mr. ROGERS of Florida. Can the gentleman state how many of these employees out of the 1,250,000 receive salaries of less than \$4,000?

Mr. REES of Kansas. The estimate is about 60 percent I am informed. We have had difficulty in getting anywhere near exact figures. I believe it is about 60 percent. It may vary one way or the other.

Mr. ROGERS of Florida. Then the proposal for a \$400 across-the-board increase would benefit at least 60 percent more people than would be benefited under the present bill?

Mr. JACKSON. Mr. Chairman, I yield to the gentleman from Texas [Mr. LYLE] for the purpose of offering an amendment.

Mr. LYLE. Mr. Chairman, I offer an amendment, and I ask unanimous consent that the amendments, written in five parts, all dealing with the same philosophy, be considered at one time.

The CHAIRMAN. Is there objection to the request of the gentleman from Texas?

There was no objection.

The CHAIRMAN. The Clerk will report the amendments offered by the gentleman from Texas.

The Clerk read as follows:

Amendments offered by Mr. LYLE:

On page 1, line 10, strike out the figures and word "18.5 per centum" and insert in lieu thereof the figure and words "\$400 per annum."

On page 2, line 16, strike out the figures and words "18.5 per centum" and insert in lieu thereof the figure and words "\$400 per annum."

On page 3, lines 4 and 5, strike out the figures and words "18.5 per centum" and insert in lieu thereof the figure and words "\$400 per annum."

On page 3, line 16, strike out the figures and words "18.5 per centum" and insert in lieu thereof the figure and words "\$400 per annum."

On page 4, line 12, strike out the figures and words "18.5 per centum" and insert in lieu thereof the figure and words "\$400 per annum."

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. LYLE. I yield.

Mr. WHITTINGTON. I would understand that in the event your perfecting amendment is adopted you would follow up with an additional amendment or a unanimous-consent request to perfect the remaining language by striking out the word "percentage" and inserting in lieu thereof the word "sum."

Mr. LYLE. That would be necessary, yes.

Mr. Chairman, I certainly do not intend to step into the shoes of this splendid committee that reports this bill. I do say, however, I am not altogether unfamiliar with the question of pay increases because I sat on the Committee on Post Offices and Post Roads and heard the testimony.

I believe I express the philosophy of many Members of this House that the time is not opportune to consider a reclassification or a general salary increase. However, I am sure that every Member recognizes the necessity of providing additional money to Federal employees so that they may compensate themselves for the increased cost of living. I cannot convince myself, however, that the cost of living has increased for one man \$300, and for another man \$1,000 or \$2,000 or \$3,000.

I believe it is wiser at this time to permit you to express the philosophy that you did express recently on the post-office bill, that is a more or less bread-and-butter bill.

The difficulties that people are having now do not come to people in the \$10,000 bracket. I can well remember when I made \$15 a week, and I well know the difference between that and \$10,000 a year. You do not have nearly as many difficulties on a \$10,000-a-year income as you do on a \$15-a-week income or a \$2,000-a-year income. Certainly, I would be the last to say that the splendid employees of the Federal Government are not worth what they are being paid. Perhaps they are worth a great

deal more. I shall certainly at the proper time and under the proper circumstances support a reclassification and perhaps salary adjustment for those people.

For instance, I think the splendid Parliamentarian of this House is worth a great deal more money than he is getting, and I do not know how much it is. But it is not just the proper time, in this world all messed up. Money does not mean a great deal. How much it will buy is very difficult to determine. The House day before yesterday presented to the postal employees each \$400. I am sure that will be helpful to them, I am sure it will be helpful to all Federal employees. I think it is just, but I do not believe I can reconcile my position with the philosophy that \$400 was proper for postal employees but that the other Federal employees should be treated on a different basis.

Mr. SMITH of Ohio. Mr. Chairman, will the gentleman yield?

Mr. LYLE. I yield.

Mr. SMITH of Ohio. What would be the total annual cost of the program under the gentleman's proposal?

Mr. LYLE. It would depend upon how many Federal employees there were who got the raise, but it would be \$400,000,000 on the basis of a million employees.

Mr. SMITH of Ohio. But with 1,250,000 employees would it not be nearly \$500,000,000?

Mr. LYLE. If there are another 250,000 employees it would mean another \$100,000,000 cost.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. LYLE. I yield.

Mr. RANDOLPH. I know the gentleman in presenting his \$400 across-the-board amendment has not attempted to bring to the thinking of his colleagues that there would be any substantial saving over the formula contained in the bill in the actual over-all cost.

Mr. LYLE. The gentleman is correct.

Mr. DONDERO. Mr. Chairman, will the gentleman yield for a question?

Mr. LYLE. I yield.

Mr. DONDERO. Does the gentleman's amendment provide that this increase shall not apply to those receiving a salary of \$5,000 a year or more?

Mr. LYLE. No; it does not.

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. LYLE. I yield.

Mr. JACKSON. I assume that the gentleman in view of his position, which I understand is to treat on an equal basis these employees for whom we are legislating today, to treat them on the same basis as the postal employees, will be willing to make it retroactive to the 1st of the year as was done in the case of the postal employees.

Mr. LYLE. Yes; I would accept that, speaking for myself. I do not, however, know what the other Members will do.

The CHAIRMAN. The time of the gentleman from Texas has expired.

Mr. WHITTINGTON. Mr. Chairman, I ask unanimous consent that the gentleman from Texas may proceed for three additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. LYLE. I yield.

Mr. WHITTINGTON. It is true, however, that the gentleman's amendment does not provide for retroactive pay, does it?

Mr. LYLE. That is correct.

Mr. WHITTINGTON. And neither does it deal with the ceiling of \$10,000.

Mr. LYLE. That is correct.

Mr. WHITTINGTON. Because that is covered by section 7 to be considered later.

Mr. LYLE. That is correct.

Mr. Chairman, I do not flatter myself that I can at all influence the membership of this House; I would not do that; each Member has a responsibility which he must meet. I feel that this would be fair and equitable to every Federal employee. I shall not get angry if you refuse to adopt my amendment, I shall not vote against the bill, I will vote for it; but it occurs to me that those people who need help the most are those in the low, very low income brackets; and I am not nearly so concerned at this time with the \$8,000, \$9,000, or \$10,000 man as I am with people trying to get along on \$2,000 a year. In other words, I am reliably informed that approximately 67 percent of the people affected by this proposed pay increase are now earning \$2,100 or less. That means that of the million and a quarter Government employees who would come under this bill, roughly 820,000 would receive more money at a flat \$400 increase than they would at 18½ percent, while something over 400,000 in the higher income brackets would receive less, the difference being graduated from the top down. To give a clearer idea of the effect of my proposal, as compared with the original bill, Federal employees in the lowest-income bracket affected would receive a 25-percent increase; those making \$2,100 would get an increase of 19.2 percent. At the other extreme, however, a man now making \$10,000 would receive a 4-percent increase, while one farther down the income line, making \$3,970, would be increased approximately 10 percent.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. LYLE. I yield.

Mr. WHITTINGTON. I have no desire to interrupt the gentleman but with respect to the question of cost, I think it is fair to say that if the gentleman's amendment is figured on the basis of 900,000 employees, which was the base taken by the gentleman from Kansas in arguing for his amendment, the cost would be around \$350,000,000 or substantially the same as the Rees amendment.

Mr. LYLE. That is correct.

I must in all fairness to the membership say that I do not offer this amendment in an effort to save anything for the Government, because we do not seem to feel concerned with that in the consideration of these two bills; I am offering it because I consider it is more to the benefit of the lower paid employees, the

ones I feel deserve the greater increase.

Mr. COLE of Missouri. Mr. Chairman, will the gentleman yield?

Mr. LYLE. I yield.

Mr. COLE of Missouri. Based on the statement just made by the gentleman from Mississippi [Mr. WHITTINGTON], the Lyle amendment would be a saving over the cost of the bill as reported from the committee.

Mr. LYLE. I think there is some question about that. I am not sure and I would not care to be specific.

Mr. LeCOMPTE. Mr. Chairman, will the gentleman yield?

Mr. LYLE. I yield to the gentleman from Iowa.

Mr. LeCOMPTE. Does the gentleman's amendment raise the salaries of all employees, even those in the \$1,200 and \$1,500 class?

Mr. LYLE. Yes.

Mr. LeCOMPTE. Four hundred dollars a year?

Mr. LYLE. It raises the salary of every employee covered by H. R. 5939 by \$400.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. LYLE. I yield to the gentleman from Mississippi.

Mr. WHITTINGTON. Is it not true that if the Committee of the Whole desires to leave that ceiling at \$10,000, or any other high amount, all you would have to do would be to modify section 7, which is not being considered now, so that section 7 would reenact existing law? That would make this inoperative as to salaries of \$10,000 or more. A vote for this amendment is not a vote to increase the \$10,000 ceiling if the Committee did not desire to do so.

Mr. LYLE. That is correct.

The CHAIRMAN. The time of the gentleman from Texas has expired.

Mr. JACKSON. Mr. Chairman, I rise in opposition to the amendments submitted.

Mr. Chairman, I want to commend the gentleman from Texas for his fairness. He has given to the House a very fair statement of his position and has indicated very frankly, and I know he is sincere about it, that the cost of the two proposals runs about the same. His position is that we ought to adapt the same formula for the group we have before us as we did for the postal employees.

I pointed out to the members of the committee yesterday that 61 percent of all of the employees of the Federal service receive \$2,100 and less. That is where the bulk of your cost comes in connection with this legislation. We are all interested in trying to reduce the number of people on the Federal pay roll. Frankly, if we are ever going to have a reduction, we will have to have better administrators at the top and in key positions.

Mr. CURTIS. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from Nebraska.

Mr. CURTIS. When the gentleman says that 61 percent of the employees receive \$2,100 or less does he refer to their basic salary as \$2,100, or is that the ac-

tual amount they are getting at the present time;

Mr. JACKSON. That is the actual amount they are getting at this time. I received those figures from the Civil Service Commission.

Mr. Chairman, the key to this thing is to get good people in these top positions. The cost of accomplishing that is practically negligible.

Let us be fair about this and get the facts. I pointed out yesterday that raising the ceiling beyond \$10,000 would only cost \$2,300,000 out of a total cost involved here of around \$400,000,000. Do you not think that is a fair investment in getting good personnel and administrators in the Federal service? Some of the Government corporations and agencies have a tremendous job to do. We all know that in private industry they have to pay their men more in order to get a real job done. We certainly should not limit the pay of outstanding administrators and scientists just because we will not adjust our own salaries. Just the other day we recognized the need in the Veterans' Administration for increases, and what did we do? We raised the salaries of doctors and some other people down there beyond \$10,000.

We are facing a very serious situation, Mr. Chairman, in connection with scientific research relating directly to the national defense. For the benefit of the Members of the Committee let me quote some of the testimony that was given to the subcommittee.

This committee considered this matter very carefully for over a week. Quite a voluminous record of the hearings is available to the Members of the House. No Member of the House appeared before the committee in opposition. Frankly, our subcommittee came in with a different proposal. The proposal of the subcommittee was for 17 percent and for a ceiling of \$10,000; in other words, a \$10,000 limit, except for the setting up of two new classifications beyond \$10,000, namely, \$12,000 and \$14,000. We felt that that would be more workable.

After full consideration by both the subcommittee and the committee all of us except three felt that it ought to apply equally to all branches, because it is very hard to limit the particular agencies involved in research and issues relating to national defense.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from West Virginia.

Mr. RANDOLPH. After we had discussed the matter thoroughly, the gentleman and the other members of the subcommittee joined with the members of the full committee in believing that we could not legislate for a certain group without making it class legislation, and we believed that the administrators were just as important as were the scientists or perhaps the research personnel in the over-all upper brackets of the Federal Government.

Mr. JACKSON. The gentleman is correct, and I made the motion to make the adjustment to 18½ percent.

Mr. ZIMMERMAN. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from Missouri.

Mr. ZIMMERMAN. I believe the gentleman stated awhile ago that 61 percent of the Federal employees are receiving \$2,100 or less; is that correct?

Mr. JACKSON. That is correct. At the present time that is where the bulk of your cost is.

The CHAIRMAN. The time of the gentleman from Washington has expired.

Mr. JACKSON. Mr. Chairman, I ask unanimous consent to proceed for five additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Washington?

There was no objection.

Mr. ZIMMERMAN. Mr. Chairman, if the gentleman will yield further, for my own information, how much of the proposed increase that it is estimated will go to our Federal workers will this 61 percent get, and how much will the 39 percent get of the proposed increase under the bill?

Mr. JACKSON. I can only do a little guessing. I might put it this way to the gentleman: For those beyond \$10,000 and above, the cost will be \$2,300,000. Obviously, out of this total cost of \$420,000,000, well over half of that cost is in the category ranging from \$2,100 on down. As a matter of fact, as I recall, about 80 percent of all the employees in the Federal service receive \$3,000 and less.

Mr. ZIMMERMAN. It seems to me the conclusion is the other way. I think the lower-income brackets are going to suffer far the lesser amount of this increase.

Mr. JACKSON. The percentage is the same.

Mr. ZIMMERMAN. Another question for information. How much increase will the man who gets \$2,100 a year receive under this bill?

Mr. JACKSON. Eighteen and one-half percent of that.

Mr. ZIMMERMAN. Well, figure it out in dollars.

Mr. JACKSON. Someone said \$2,488.50. I will take their word for it. It is all set out in the report.

Mr. ZIMMERMAN. I have not had a chance to see that.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from West Virginia.

Mr. RANDOLPH. The gentleman should point out, and I know he will, that the pay-increase bills for 1945 and prior to that date gave a greater percentage to the lower-income brackets, and this time they are going simply across the board; and, taking all of the increases, we find that the lower-income brackets have properly received the greater amounts; is that not correct?

Mr. JACKSON. The gentleman is absolutely correct. The bill we passed last year, the so-called Federal Employees Pay Act of 1945, provided 20 percent on the first \$1,200, 10 percent on \$1,200 to \$4,600, and 5 percent on \$4,600 and up.

Mr. ZIMMERMAN. It is conceded here that the \$400 increase for all Fed-

eral employees will cost about as much as your bill?

Mr. JACKSON. That is right.

Mr. ZIMMERMAN. If, as the gentleman says, the 61 percent would get approximately that much or more, then I do not see how you can say that they would get as much when we admit that some of these others will receive over \$2,000. I do not see how that will figure out.

Mr. JACKSON. Under the \$400 increase proposition, everybody would just get \$400.

Mr. ZIMMERMAN. I know that, but why should not the low-paid people be as well off under this bill as under the \$400 increase?

Mr. JACKSON. In certain categories they would not be; that is correct.

Mr. JENKINS. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from Ohio.

Mr. JENKINS. Answering the question of the gentleman from Missouri, there are thousands and tens of thousands who would not get a \$400 increase. The gentleman's position is absolutely right.

Mr. ZIMMERMAN. That is what I am trying to say to the gentleman.

The CHAIRMAN. The time of the gentleman from Washington has expired.

Mr. JACKSON. Mr. Chairman, I ask unanimous consent to proceed for five additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Washington?

There was no objection.

Mr. JACKSON. Mr. Chairman, I want to read a telegram sent to all Members of Congress today from William Green, president of the American Federation of Labor. We all know he has a keen interest in the lower-paid white-collar group. In this telegram he said:

The American Federation of Labor will greatly appreciate and respectfully request your support today of H. R. 5939 as reported by the Civil Service Committee, which is a bill carrying much-needed and deserved increases of salaries for classified Federal employees.

Mr. VORYS of Ohio. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from Ohio.

Mr. VORYS of Ohio. Will the gentleman give the committee the names of some of the Federal employees who receive over \$10,000 a year and who would leave if their salaries stay as they are now but would stay if the committee bill went through?

Mr. JACKSON. Their names?

Mr. VORYS of Ohio. Yes. A committee from the Federal Employees Union called on me, and there was not one of them who intended to leave, whether his salary was changed or not. One of the things we must think of is what valuable people we are going to lose from the Federal service if we fail to pay enough.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from West Virginia.

Mr. RANDOLPH. The facts are that each and every day we are losing key personnel of the class mentioned by the gentleman. We are also losing men within the House of Representatives. We do not need to call the names. You know men who have retired voluntarily from this body and who have said themselves they were doing it because of the lack of pay for the job they were doing. Is the gentleman saying we are not going to lose within the Congress, voluntarily, as well as within the Federal executive structure, men who believe that they are entitled to more than the \$10,000 they receive for their jobs?

Mr. VORYS of Ohio. I think the Members we lost from the House might well be like the men Mr. Bowles referred to before the gentleman's committee. He mentioned people who would get three to five times as much outside the Government as they are getting with the Government. My point was merely to have the gentleman's committee give us names, or at least one name, the name of some man in the bracket above \$10,000 who is leaving the Federal service because of his low salary but who will stay if he gets 18.5 percent more.

Mr. RANDOLPH. We cannot say who will stay but we can put in the record those men who are leaving the Government. Of course, we cannot say who is going to stay.

Mr. VORYS of Ohio. This bill is going to affect men who are still there. We want to hold them. We want to attract men who are on the outside. It certainly will not affect those who have left the Government.

Mr. JACKSON. Mr. Chairman, I cannot yield further to the gentleman. I have some quotations which, if the committee will be patient, I believe will give the answer to some of these points that have been raised.

Mr. Bowles, who appeared before the committee, is one of a number of an outstanding business executives who has come to the Government at a great financial sacrifice. He made much more in private industry. He brought with him a number of outstanding business executives to the OPA. Mr. Bowles in his testimony before the committee mentioned a man by the name of Kitchen in his department who makes about \$50,000 in private industry. I understood that if he could get a little more than the \$8,500 the Government is paying him now so that he could meet his cost of living expenses, and he would stay with the Government. There are other men similarly situated.

Let me refer for a moment to an excerpt from the testimony of Dr. Vannevar Bush, Director of the Office of Scientific Research and Development. This is what he had to say:

The matter of salary scales is divided into two parts: First, the starting salaries that can be offered to youngsters or young men beginning a professional career in order to attract them to the Government service; and, second, opportunities that can be offered for future advancement—what ultimate salaries could they attain if they remained in the service. Now, the first has obviously to do with attracting good, desirable men, and the second has to do with retaining them. But

the second also has to do with attracting them, and, to my way of thinking, it is just as important as the first.

If we were to have a condition in which there were adequate starting salaries but too low a ceiling on the possibility of a man's advancing, then we would not attract the right type of men, I am sure. In the Government we need good men who want to go to the top of their profession. Very few would do that, in the very nature of things, but the fact that top salaries are adequate will make a great difference in drawing into the public service the type of men we should acquire and retain.

Mr. LYLE. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from Texas.

Mr. LYLE. I am sure you can get better men if they are offered more money. I was very much impressed in reading your report wherein you discussed the philosophy of the committee last year where you started with a large percentage in the low bracket and graduated it up. If you will translate the amendment I have at the Clerk's desk you will find it is in percentages. You will find, say for the \$1,700-a-year man, it would run about 23 percent and then graduate up. Would you tell the House why you have decided that a graduated percentage is not as commendable this time as it was the last time?

Mr. JACKSON. I would be happy to explain that to the gentleman from Texas. In our report last year we stated that as far as the higher salary bracket group was concerned, they were not being treated equitably. We pointed that out in the report. We said that the next time salary adjustments were made, equitable consideration should be given to the people in the higher-salaried brackets. The last time we followed the 20, 10, 5 formula. This time we decided on the straight-across-the-board increase to all the employees in the Federal service. If the members of the committee will turn to page 24 of the hearings, there is a break-down of the salary increases that were granted and the increases necessary to meet the cost of living. Consider a CAF-1, for example; that is a person receiving \$1,506 a year. The last time they received an increase of 19.5 percent. Their total cost-of-living increase was 34 percent, so that you need 13 percent more in order to meet that. But as you go on down you will find, for instance, a P-7, or a CAF-14, who now receives \$7,175. They would require 20.5-percent increase in order to just meet the increased cost of living.

If you believe that the people in these higher brackets have not suffered from the effects of the increased cost of living, then you should not vote for the committee bill. You should vote for this amendment. But you know and I know that is not true. Certainly a man who is earning five or six thousand dollars a year and has children to put through school has suffered from the effects of the increased cost of living just as much as some of the other people. The people in the lower brackets will be given adjustments beyond the increased cost of living under the amendment offered by the distinguished gentleman

from Texas [Mr. LYLE] and the amendment offered by the distinguished gentleman from Kansas [Mr. REES].

I am just trying to be fair to the people in all salary brackets. It may not be quite the popular thing to do, but I repeat again, if we are going to get good men in the Government service, we are going to have to pay them more. I am especially pleading for these research people who are being given jobs in private industry because the Government cannot pay them a sufficient sum of money.

I hope the committee will vote down the proposed amendment.

The CHAIRMAN. The time of the gentleman from Washington [Mr. JACKSON] has again expired.

Mr. MILLER of California. Mr. Chairman, I move to strike out the last word.

(Mr. MILLER of California asked and was given permission to revise and extend his remarks.)

Mr. MILLER of California. Mr. Chairman, the question resolves itself to this, as I see it: Are we going to pay Federal employees on a subsistence basis, measuring the remuneration that we give them according to the cost-of-living index of the time, or are we going to reward their services for the responsibilities they accept, the training they have had, or the technical skill that they have acquired to qualify them for important positions in Government?

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. MILLER of California. I yield.

Mr. JACKSON. Is it not correct that in the setting up of the Manhattan project, which brought about the atomic bomb, it was necessary for the War Department in order to get the type of men necessary to do that job, to circumvent the salary ceilings by giving a lump-sum appropriation and in some cases they paid as high as forty or fifty thousand dollars a year to keep the personnel to accomplish that very thing?

Mr. MILLER of California. I believe that is true.

Mr. REES of Kansas. Mr. Chairman, will the gentleman yield?

Mr. MILLER of California. I yield.

Mr. REES of Kansas. Was not the sort of thing which the gentleman from Kansas proposed be taken into a separate group, and let them be paid whatever is required to be paid for their services?

Mr. MILLER of California. It is what the gentleman from Kansas proposed. It is also something that is repugnant to many of us. We do not want to turn scientific investigation over to the Army or the Navy. Some of us believe that the atomic bomb should be under the jurisdiction of civilian scientists.

Mr. REES of Kansas. We are not talking about the atomic bomb. We are talking about scientists.

Mr. MILLER of California. Well, that was the basis of it.

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. MILLER of California. I yield.

Mr. JACKSON. Is it not correct that General Groves and Dr. Bush testified that it is far better to set these salary

scales up beyond \$10,000, so that these young men who are now working in the Government on many of these vital projects relating to the national defense, will have an opportunity to some day achieve that goal of twelve or fourteen thousand dollars, but if you give a lump sum there is no assurance what the salary will actually be 10 years from now, or even 5 years from now.

Mr. MILLER of California. That is correct.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. MILLER of California. I yield.

Mr. RANDOLPH. If we gave lump sums to the War and Navy Departments, there would be absolutely no check upon the amount of money that could be paid. Is that not correct?

Mr. MILLER of California. That is correct.

Mr. REES of Kansas. Mr. Chairman, will the gentleman yield further?

Mr. MILLER of California. I shall be pleased to yield to the gentleman from Kansas.

Mr. REES of Kansas. As I understand the discussion is largely with respect to the scientists who were working for the Navy and the War Department, and, after all, those men who did that splendid piece of work did not come from civil service, they came from the outside, they came from private industry where they were developed.

Mr. MILLER of California. Let me say to the gentleman from Kansas that he remembers that either Dr. Vannevar Bush or Dr. Condon said that the next war could be a bacteriological war and that we might need other types of training than that which could be given by the Army or the Navy.

With the permission of the membership, I should like to continue.

I seriously invite those people who are interested in this question of young men, skillful scientists, or capable administrators—this thing is not limited to technical people—to read the statement of Mr. Bradley, Chief Geologist of the Geological Survey, commencing at page 249 of the hearings. I call attention to his statement for the reason that he pointed out that this Government frequently is the loser because of its salary policies. He points out how young scientists—young geologists—enter the Geological Survey and when they reach the point where they are receiving \$3,000 or \$3,600 a year, after they have been with the Government for 7 or 8 years, they are siphoned off by the big oil companies who offer them salaries ranging up to \$10,000 a year. They generally take these men in at nearly double the salary the Government pays them.

The Government is the training school.

The CHAIRMAN. The time of the gentleman from California has expired.

Mr. MILLER of California. Mr. Chairman, I ask unanimous consent to proceed for three additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from California?

There was no objection.

Mr. MILLER of California. The Government is the training school. In this

particular instance he pointed out that there was no incentive to hold these men in Government, and what is true here is true, to my way of thinking, in other branches of the Government.

The gentleman asked if we could cite an instance of someone having left the service. I remember a newspaper article I caused to be inserted in the RECORD dealing with the late Assistant Secretary of the Navy, Mr. H. Struve Hensel, who recently resigned after doing an outstanding job in that position.

Among other things he said that—and I quote from the United Press article:

As a private citizen—

Hensel said—

he is going to make a one-man crusade now in order to get business and professional men to serve a tour of duty in Washington. Chief stumbling block to his proposal was the present low pay scales in high Government jobs.

As Assistant Secretary of the Navy, Hensel made \$9,800 a year.

He said:

Frankly, I wish I did not have to go; I should like to stay in the Navy; I wish I could make Government a career. I think the 5 years I have spent in the Navy, which passed quickly, have been of inestimable value.

In going back to his private practice he is making much more than he was getting in the Government.

Again, Mr. Chairman, the question is this: We have taken care of the so-called blue-collar employees—those people who work in the arsenals and shipyards whose salaries are adjusted by the wage boards; we have taken care of the postal employees. These people are confined to one branch of the Government—a specialized branch of the Government, if you please. Now come the technicians, the administrators, the people who run the Government. Why, take the Army engineers alone, and the great responsibility placed on them—and they are doing a great job—or the Bureau of Reclamation, where the Chief of the Bureau, getting \$9,000 a year, deals with contractors getting \$50,000 a year. I ask you to approach this problem rationally.

The CHAIRMAN. The time of the gentleman from California has again expired.

Mr. HOOK. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, I rise at this time to pay a compliment to the members of the subcommittee who handled this bill. The gentleman from Washington [Mr. JACKSON] has done a very fine job with the help of the gentleman from Louisiana [Mr. MORRISON], the gentleman from California [Mr. MILLER], the gentleman from Maryland [Mr. FALLON], the gentleman from Kansas [Mr. REES], the gentleman from Massachusetts [Mr. HERTER], and the gentleman from New York [Mr. BYRNE]. There were seven members on that subcommittee. Six members were unanimous for the provisions of the present bill. The Civil Service Committee constitutes 21 members and that committee voted 20-to-1 in favor of the provisions of the present bill after very thorough and serious consideration. That ought to be taken into

consideration. Remember, Mr. Chairman, there was only one dissenter in the whole committee when the committee voted 20-to-1 for the present bill.

Let us see whether the provisions of this bill were proposed because of the rise in the cost of living. I understand that is the basis upon which most of the argument has been made for the increase. Bear in mind that was really not the purpose of this bill. The purpose of the bill, as I understand it, is to bring the purchasing power of these people to a par with what it was previous to the war. Having that in mind the 18½ percent is the formula that should be applied.

Mr. Chairman, if I wanted to play politics I would probably say we should not give any raise to those receiving a salary of over \$5,000, we should raise them from the bottom up, but I believe that a man should be paid according to his ability. If he is hired at a salary of \$10,000 a year and another person is hired at a salary of \$5,000 a year and there is to be an increase, they should both get a proportionate increase.

You want to remember that in the postal bill there were a good many of those boys who ring doorbells. But there are not any in the higher brackets of the Government who are out ringing doorbells. We need efficient men to administer the departments of our Government. You are not going to get those efficient men by just giving a \$400 increase across the board or by adopting the provisions of the amendment offered by the gentleman from Kansas.

As I said yesterday, it seems to me that several years back our late lamented President Roosevelt made a proposal that salaries be restricted to \$25,000, and to my surprise most of those who are refusing to break through the \$10,000 ceiling here are those who opposed President Roosevelt's recommendation. We were willing to kite the executive salaries in private industry and allow those to go sky high without any restrictions, but when a bill is submitted to this Congress to reward the men who give up their life's work in the interest of government, then you want to limit them; you want to cut them down, and you want to stifle ambition. I do not believe we are going to get efficiency in government by stifling ambition.

The CHAIRMAN. The time of the gentleman from Michigan has expired.

Mr. HOOK. Mr. Chairman, I ask unanimous consent to proceed for three additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Michigan?

There was no objection.

Mr. HOOK. I believe that the Federal employees are entitled to a 20-percent raise. I so advocated in the committee. There were other proposals. The compromise was 18½ percent.

As I said yesterday, I was surprised to listen to certain individuals who preach conservatism on the floor of the House day after day, who fight communism and communistic principles, and then advocate a proposition of bringing up the lower brackets and bringing down the higher brackets, which, if applied right

down the line, would bring them all on a level regardless of ability. If that is not communism and a communistic principle, I do not know what is. America and democracy have advanced only through ambition and through opportunities given a person to go to the top. When the United States Government and its elected officials refuse to recognize the principle laid down in democracy, that is, reward for ambition, reward for efficiency, and reward for doing a good job, then we are in a very bad condition. I think that this committee has done a very magnificent job. As I say, 20 members of that committee voted unanimously for the provisions of this bill.

I hope this House on both sides of the aisle will follow the recommendations of the Committee on the Civil Service as proposed in this bill.

Mr. RANDOLPH. Mr. Chairman, I am sure my colleagues know that I do not desire to shorten any debate. I am only attempting now, and I believe it is practicable, to ask unanimous consent that all debate on this amendment and all amendments thereto close in 25 minutes.

Mr. HINSHAW. Mr. Chairman, reserving the right to object, I would like to say to the chairman of the committee that we have high respect for his judgment, but when so many members of the committee, including myself, take 15 or 20 minutes on the floor, the rest of us do not get any opportunity to speak. I hope the gentleman will withdraw his unanimous-consent request until some of those who are not members of the committee have had a chance to speak on this amendment and the bill.

Mr. CURTIS. Reserving the right to object, Mr. Chairman, may I point out that no one has been recognized except members of the committee, and one member of the committee was recognized for 20 minutes.

Mr. RANDOLPH. Mr. Chairman, I am sure I do not have to repeat my desire to have full debate. I was simply seeing how many Members were on their feet seeking recognition at the time I made the request. I thought that that did accommodate those who wanted to speak. I withdraw the request, Mr. Chairman.

Mr. HINSHAW. Mr. Chairman, I move to strike out the last two words.

Mr. Chairman, I think I have always been quite generous in yielding to my colleagues in debate, but I hope that no one will ask me to yield in the few minutes that are available to me so that I shall not have to ask for additional time.

When I came on the floor of the House yesterday I picked up this committee report and was temporarily scandalized at some of the salary increases that are being permitted by this bill. In listening to the debate and hearing the other Members talk who have amendments to offer, it developed that there is very little difference between the propositions they offer, insofar as the over-all cost is concerned, and the proposition presented by the committee. It is a question of \$400,000,000 one way or the other. Apparently it is purely a matter of whether you make it a \$400-per-year increase to all grades or a somewhat graduated scale, as

proposed by the gentleman from Kansas, or a straight percentage increase, as proposed by the committee itself.

I was first inclined to go along with the proposal of the gentleman from Kansas, and then, in consideration of the debate, I came to the directly opposite conclusion, and I have now decided to go along with the committee position, which I understand is supported 19 to 1 by the members of the committee themselves.

There is one little maxim that I learned through a great many years of business experience, and there is no one in this House who has had any business experience who will disagree with it, and that maxim is that "the benefit of low price is never equaled by the bitterness of poor quality." That is an old maxim, but it is nevertheless true.

I know and you know that, while we cannot sit down here, perhaps, and name them, as my friend from Ohio would like to have us do, nevertheless a great many men in this Government in the professional and higher administrative and custodial grades are leaving the Government service. They will not say, perhaps, that it is directly caused by the salary, but it is the living conditions and the cost and all the rest of it that goes along with it. I am going to be very happy to see men like Welch Pogue and others retained in the Government if you have to pay them \$15,000 a year or if you have to pay them \$20,000 a year to get them to stay in the Government of the United States, so that the value of their experience and the value of their counsel will be available not only to us but to the other members of the Government. I think it is good policy. I would hate to think that the time had come when we had started to bargain with these men who are in the higher positions in the Government on the basis of whether or not they will stay if they are not given a salary increase. I am not in favor of that position. I am in favor of rewarding them just the same as they would be rewarded if they were out in private industry. That is why I am going to change my mind from what it was yesterday when this matter was first brought to the floor, and go along with the committee position.

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. HINSHAW. I yield to the gentleman from Washington.

Mr. JACKSON. I commend the gentleman from California on the very sensible approach he has taken to this problem.

Mr. HINSHAW. May I say that this is the first time since the gentleman from Minnesota [Mr. GALLAGHER] became a Member of Congress that I have been able to agree wholeheartedly with him on a controversial issue. I think he made a very sensible statement on this issue.

Mr. WHITTINGTON. Mr. Chairman, I move to strike out the last four words.

Mr. Chairman, the bill before us is a difficult one. I have very high regard for the members of the committee. It strikes me that the perfecting amendment to increase salaries \$400 across the

board offered by the gentleman from Texas [Mr. LYLE] is probably the least objectionable of any of the pending proposals. It has been said that all salaries should be increased. I favor adequate salaries for all Federal employees. I am not alarmed that some Members of Congress are retiring to private life for larger salaries. I would regret to be a Member of the House of Representatives when it comes to a time that there are no Members of the House worth more than \$10,000 or who could earn more than \$10,000 in private enterprise. I am not alarmed when some people leave the Government service because they can get more than \$10,000 in private employment. I want to remind you now that there are provisions whereby experts can receive a lot more in times of peace than \$10,000 a year. The great engineers of the country are employed by the Bureau of Reclamation and by the Chief of Engineers of the Army as consultants and they are well paid. If we need to employ any chemists or experts in further atomic exploration and studies, let us provide separately for them. But there is no occasion to raise the compensation of all to the level of the scientists and other experts that we may need. I repeat that the proposal of \$400 is probably the least objectionable. In my judgment, a postmaster administering, as was said by the chairman of the committee, a \$50,000,000 business, in one of the larger post offices, is entitled to just as much compensation as the administrator in any department of the Government. So until we equalize and adjust the salaries of the postal employees and the salaries of the Federal employees generally, it occurs to me the wise thing to do, now that we feel we ought to make an increase, is to adopt this \$400 increase making it applicable to all.

For my part, the woman who stands behind the desk in the post office all day long and the man who stands behind the desk in the post office is entitled to just as much compensation as a clerical worker in the Government sitting at his or her desk all day long. The only practical opportunity that is afforded to the House now to equalize these salaries is to vote for this \$400 increase across the board. The bill probably will go to conference. The bill we passed for the postal employees has gone to the other body and it will probably go to conference. There will be an opportunity to work out and make adjustments that will be fair to all the employees in the Government. If we need experts for atomic investigations and other scientific work, if we need experts in engineering or law or otherwise, I advocate separate provisions to provide for making the talent available to the Government. I think it begs the question and I believe it does not support the main contention for increases for \$90,000 employees when we say it is necessary to provide additional compensation for probably 100 or 200 employees. In my judgment, the salaries of Members of Congress should be increased open and aboveboard and not indirectly. Ninthousand-dollar or tenthousand-dollar employees do not have campaign ex-

penses and, an administrator in the Government receiving \$9,000 or \$10,000, receives a good deal larger net salary than a Member of Congress. When it becomes necessary to increase the salaries of the so-called experts, provision should be made for them separately, rather than generally by an exorbitant increase across the board. Food costs the man who works for \$2,000 substantially the same amount it costs the man who works for \$10,000. The purpose of this bill is to provide for the increased cost of living.

Under all the circumstances, I believe the amendment proposed by the gentleman from Texas should be adopted.

Mr. CURTIS. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I have the utmost respect for every Member of the House who is going to support this legislation, but I say that in doing so you must take your position in one of three categories: You must take a position in favor of increased taxes, or in favor of a greater burden on the generations of taxpayers to come, or a position in favor of never paying the national debt. There are those three categories, and the choice is yours.

It is said this bill will cost about a half billion dollars. It will cost more than that. It is setting the pattern for all Federal employment. We have about three and a half million employees on the Federal pay roll. If it means that, it will cost \$1,500,000,000, or something over \$10 per capita. We have 12,000,000 veterans. At \$10 each, it will cost them \$120,000,000 to pay this increase in salary.

I live in a little rural community of 9,000 people. This increase in the cost of Government is going to be \$90,000 to them. That means something. I believe if we are going to decide this on the basis of Government efficiency, the bureaus should come in here with clean hands and reduce the total Government pay roll down to 1,000,000. Then the taxpayers of America will be glad to revise the pay roll to reward efficiency. A place on the Government pay roll today is not obtained by merit. It is not held by merit. No one contends that it is.

By this legislation you are going to increase the salary of men such as Henry Wallace \$4,000 a year. That is more than the average college or university professor in my State receives. You are going to pay for this program by taxing the little businessmen, the repair-shop men, the cobblers, the retail men, the farmers, and the professional men. If you are going to do that, should we not have the decency to take the ceiling off of their incomes?

We have a program where, if a man raises corn and seeks to raise his income in the sale of that corn, you put him in jail. Yet, you are going to tax those very same people at the rate of \$10 per capita to pay the increase in the cost of the governmental pay roll. If this increase is justified for the people who work for the Government, an increase in the income of all the millions who do not work for the Government is sound and is fair. If they must live under a hold-the-line policy, surely all Americans should live under the same policy.

We have a situation in America where the lines are drawn between Government and those who must slave and toil to pay for that Government, and who are kicked around and harassed. Are you going to go back to your district and say, "Yes. I voted an increase for the man down in OPA who put a ceiling price on flooring that was below the ceiling price on the rough lumber from which it was made"? Are you going back to your district and tell the people that you voted an increase for the 2,000 Communists on the Government pay roll, that recently was pointed out by an eminent divine?

The CHAIRMAN. The time of the gentleman from Nebraska [Mr. CURTIS] has expired.

Mr. ROGERS of Florida. Mr. Chairman, I move to strike out the last word.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. ROGERS of Florida. I yield.

Mr. RANDOLPH. Mr. Chairman, I ask unanimous consent that all debate on the pending amendment and all amendments thereto close in 30 minutes.

The CHAIRMAN. Does the gentleman request that all debate on all the pending amendments and all amendments thereto close in not to exceed 30 minutes?

Mr. RANDOLPH. That is correct.

Mr. REES of Kansas. Mr. Chairman, reserving the right to object, in fixing the time I wish to be included for 4 or 5 minutes.

Mr. HOFFMAN. Cannot the gentleman possibly make it 45 minutes? Some of us have been here a couple of days. I did not even get my 1 minute today.

Mr. RANDOLPH. My effort is to find out how many Members wish to be heard.

The CHAIRMAN. The Chair counts 12 Members standing seeking recognition. Five minutes to each would be 60 minutes.

Mr. RANDOLPH. Mr. Chairman, I move that all debate on the pending amendments close in 1 hour.

The motion was agreed to.

The CHAIRMAN. The Chair will call the names of those listed: Messrs. ROGERS of Florida, SMITH of Ohio, REES of Kansas, VURSELL, TABER, H. CARL ANDERSEN, FULTON, HERTER, BUCK, FERNANDEZ, and HARE.

The CHAIRMAN. The gentleman from Florida [Mr. ROGERS] is recognized.

Mr. ROGERS of Florida. Mr. Chairman, I rise in favor of the amendment offered by the gentleman from Texas [Mr. LYLE].

There was a time when legislators, both State and Federal, took into consideration the taxpayers, but today the taxpayers are the forgotten people in this country. Unfortunately we are faced with a condition with which we must cope. My interpretation of this bill is that it is an economic measure which has for its purpose to compensate for the rise in the cost of living. If, therefore, this Congress intends to pass a measure that will benefit the greatest number of people, I believe we should take \$400 straight across the board just as we did in dealing with the postal employees, for in this way you benefit practically 80 percent of the people you are trying to help. It is the low-bracket

man and woman who need the help. They are the people who need the \$400.

Mr. Chairman, this is not a bill to attract talent to the Government. That is not the purpose of it at all. The purpose of the bill is to help these people who are meshed between the economic millstones. That is the real purpose of the bill.

Miss SUMNER of Illinois. Mr. Chairman, will the gentleman yield?

Mr. ROGERS of Florida. I yield to the gentlewoman from Illinois.

Miss SUMNER of Illinois. The evidence in the hearings in reference to OPA show very clearly, to my mind, at least, that the burden of the increased cost of living is much greater on the lower-income brackets than in the case of the higher brackets because in the ease of the higher prices the manufacturers and retailers are able to absorb the increased costs.

Mr. ROGERS of Florida. That is another and added reason why we should spread this increase out. After all, Mr. Chairman, this Government is good to its employees. Do you know what we do for them? We give them an annual leave of 26 days a year; we give them sick leave not to exceed 15 days per year; they do not have to work on Saturdays. You try to get something done down here in one of these departments on Saturday and see how far you get. You cannot get anything done at all. I say that we are paying our employees pretty well now, but I am willing to go along with the committee up to a certain point. I think this increase should be spread out so that it will meet the needs of those who actually require it.

Mr. Chairman, while we are talking here about taking care of the civil-service employees, may I say that ever since September 13, 1945, I have been trying to get a terminal leave pay bill through this House for the benefit of the GI's so that they may get paid for their terminal leave. How far have I gotten? I have a petition, No. 23, there on the Clerk's desk which I hope will be signed by a sufficient number to bring the bill to the floor, and I am sure the House will take care of those boys as we do the civil employees.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. ROGERS of Florida. I yield to the gentleman from West Virginia.

Mr. RANDOLPH. I signed the petition to which the gentleman refers. There has been discussion here between the gentlewoman from Illinois and the gentleman from Florida in reference to the impact of living costs. Considering the high tax rates and the 31 percent rise in the cost of living, a man with a wife and two children who was earning \$5,000 in 1939 would have to receive a salary of \$7,641 this year just to keep the same real income or buying power that he had in 1939. That would be a salary increase of 53 percent. Does the gentleman agree with that statement?

Mr. ROGERS of Florida. I cannot say that I agree with that statement, but I do say, if it is the truth, that these low-bracket people down in the \$1,400, \$1,800, \$2,100 brackets cannot live very long.

Mr. RANDOLPH. The gentleman knows that under this bill we are giving an increase to the lower brackets also.

Mr. ROGERS of Florida. That is true, but it is very meager. In other words, the man or woman who receives \$1,400 only gets an increase of \$200.

The CHAIRMAN. The time of the gentleman from Florida has expired.

(Mr. ROGERS of Florida asked and was given permission to revise and extend his remarks.)

The CHAIRMAN. The Chair recognizes the gentleman from Ohio [Mr. SMITH].

(Mr. SMITH of Ohio asked and was given permission to revise and extend his remarks.)

Mr. SMITH of Ohio. Mr. Chairman, as stated yesterday, I am opposed to this measure granting additional 18.5 percent increase in the salaries of Federal employees and my opposition is not based on any increase of salaries as such. It goes without saying that Federal employees should be paid comparable salaries with those obtaining in private industry, taking into consideration, of course, the character of their work. However, the Federal pay roll is now so greatly inflated that the Congress cannot extend a blanket increase, such as this bill provides, without grossly violating the principles of equity and justice in respect to the taxpayers of the United States.

By all means the number of Federal employees should be reduced before any increase is given. Were this policy adopted, it might serve as an incentive to those Federal employees who are basically needed to operate the Government, such as postal employees and the really essential employees in the various departments, to support the public demand for a real reduction in the number of Federal employees.

The gentleman from Kansas [Mr. REES], a member of the Civil Service Committee, stated "that this bill involves an additional expenditure by the United States Government of something like one-half billion dollars annually."

If this figure is correct, and I assume it is, then the proposition amounts to a great deal more than \$500,000,000 annually. It should not be overlooked that the Government is paying 7.92 percent annually of the salaries paid to Federal employees, as its contribution to the civil-service retirement fund. Accordingly, the cost to the Federal Government for the first year would be not \$500,000,000 but this amount plus 7.92 percent, or \$39,600,000, or a total of \$539,600,000.

The \$39,600,000 contribution would draw compound interest of 4 percent. In addition, the Federal Government would also pay 4-percent compound interest on the contribution made by the Federal employees. Their contribution is 5 percent of their salaries. Therefore, the Federal Government would the first year pay 4-percent interest on both shares of the annual contribution, that is, 4 percent of \$64,600,000, or \$2,584,000.

Therefore, the cost to the Federal Government the first year would be \$500,-

000,000 plus \$39,600,000 plus \$2,584,000, or a total of \$542,184,000.

Thus it will be seen that the cost to the Federal Government will cumulatively rise each successive year over an extended period, probably 25 years, according to information provided me by the Civil Service Commission.

I should like to repeat in part what I said yesterday on this subject. It will hardly be considered consistent to claim to be for deflating the Federal bureaucracy, and most of us make this contention, and concurrently support a proposal such as the one before us. Will it be denied that the effect of this measure, if passed, will be to further intrench the great mass of unnecessary Federal employees in their present positions?

Can it be successfully contended that the premium on Federal employment over private employment is not already substantial? I do not believe it can. This situation, as I see it, represents a very unhealthy economy, which, if this measure passes, cannot help but become aggravated.

Salaries of Federal employees should not be raised until the great surplusage of those employees are separated from the Federal pay roll. This would be a sensible policy, one which would appeal to the prudent citizens who have an interest in restoring the soundness of the Federal Treasury and the liberty of our people.

Raising Federal employees' salaries, as this bill provides, will not only fail to achieve these ends, but actually put them still farther out of our grasp.

The CHAIRMAN. The Chair recognizes the gentleman from Illinois [Mr. VURSELL].

Mr. VURSELL. Mr. Chairman, the debate on this bill today ought to bring home to the Members of this House the fact that we have shirked our responsibility in not making a sustained and substantial effort to pass some sort of legislation dealing with this matter months ago. I urged a year ago legislation as suggested in a bill proposed by the gentleman from Kansas [Mr. REES], which would provide for policing and investigating the departments of Government constantly for the purpose of weeding out those that are unnecessary, and reducing the number of people in the Federal Government today.

I hope the dilemma in which we find ourselves today, attempting to pass legislation increasing the salaries of probably 1,500,000 people, which sets the standard for increasing the salaries of 1,500,000 more, probably 3,000,000 people, will bring this House to a realization of the fact that we ought, as Members of Congress, representing the people, to make a sustained and vigorous effort to try to develop some sort of legislation that will permit the Congress of the United States to take over in trying to reduce the number of people in the Federal Government. If we had done that, and known as we approach this legislation today that the great majority of the people for whom we are legislating are properly employed, and that efficiency is the rule in the departments of the Gov-

ernment, we would then be able to give them the salaries to which they are entitled.

Mr. RICH. Mr. Chairman, will the gentleman yield?

Mr. VURSELL. I yield to the gentleman from Pennsylvania.

Mr. RICH. Last fall we passed a bill giving the President the power to make a survey and to eliminate any employees that are not necessary. He has the power even to cut down any functions of Government that are not necessary, so that we will retain only the employees that are needed. Why has he not taken action previous to this time?

Mr. VURSELL. That is true. Very little action apparently has been taken. I understand that in the old-line classification departments the number of employees has been going up instead of being reduced. Congress will have to do it if it is ever done.

Miss SUMNER of Illinois. Mr. Chairman, will the gentleman yield?

Mr. VURSELL. I yield to the gentleman from Illinois.

Miss SUMNER of Illinois. If you do not vote this increase a lot of them will leave. Why not let them leave, then pass your increases?

Mr. VURSELL. I am strongly in favor of adequate salaries for everyone in the Government service, but I should like to see some action taken by this House whereby the Congress can take control and reduce and deflate bureaucracy, so that we can really feel that we can vote fully adequate salaries for everyone in the public service. After having looked this legislation over and listened to the various propositions before the House, I am inclined to believe that there is little opportunity to pass the committee bill, and that we can do greater justice to the people in the lower brackets, whose living cost is high and who are struggling to get by because of the increase in the cost of living, if we support the Rees amendment. I hope the House will go on record in favor of the Rees amendment.

The CHAIRMAN. The Chair recognizes the gentleman from New Mexico [Mr. FERNANDEZ].

Mr. FERNANDEZ. Mr. Chairman, before the Rees amendment is voted upon I am going to offer an amendment, as follows:

On page 2, line 2, after the period at the end of that line insert "Provided, however, That increases of salaries or wages under this act shall not be applicable to employees of the Bureau of Reclamation whose salaries or wages are provided for by funds of the irrigation district on which they are employed, unless such increases are first approved by resolution of the board of directors or other governing body of such district."

This amendment affects only certain employees who, although they are employed by the Bureau of Reclamation, are paid by the district in which they work; in other words, the district provides the funds out of local taxation by way of assessments on water use.

The matter was presented to the committee, and although I felt the commit-

tee was quite sympathetic to our problem, nevertheless the Bureau of Reclamation filed a statement in which they said that to treat these employees differently from the others would create some administrative problems and further that it would be unfair to exempt them from the benefits of the bill. My amendment does not exempt them, but it does provide that before their salary increases go into effect the members of the board of directors of the district shall approve the increases in salary. After all, they are the men who pay the bill. In my State, we have one of those irrigation districts, and in answer to that statement, the manager of the Bureau of Reclamation of the district writes to me speaking in behalf of the district. I am going to read portions of his statement because he discusses the matter better than I could:

As the matter now stands, irrigation districts on Bureau of Reclamation projects can exercise no control whatsoever over the compensation of Federal employees paid by local taxation, which is the principal item in operation and maintenance costs. They are completely dependent upon the reasonableness of the Government in this matter. Their costs are governed largely by what Congress desires to pay Federal employees throughout the country. This may, or may not, be in line with local ability to pay in irrigated areas. We feel that an injustice exists here that must sooner or later be corrected. There must eventually be some relationship established between the ability of water users to pay and the amount of compensation granted Federal employees who work on Bureau of Reclamation projects and are paid by local taxation. Otherwise water users on Federal irrigation projects are continually exposed to the possibility of being compelled to carry greater burdens than they are capable of assuming.

The great danger involved in exposing agricultural areas to increased costs is that such costs cannot be reduced quickly enough when agricultural income declines. The time lag places severe burdens upon farmers. We seriously doubt the ability of the Bureau of Reclamation to reduce its costs of operation and maintenance sufficiently to make a great deal of difference in local taxation on irrigation projects. Obviously it cannot be done when the bulk of such costs consists of Federal salaries which can be changed only by act of Congress.

We are not impressed by the argument that administrative difficulties stand in the way of placing Federal employees paid by local taxation in a separate category. The Government has undertaken administrative problems of greater proportions and that are much more complicated than this one.

We do not believe that the Bureau will lose many people by placing employees paid by local taxation in a separate category. Its organization has survived wartime conditions. Considerable damage has already been done by insisting that employees engaged in the delivery of water on Government irrigation projects shall work on a 40-hour week basis. This had the effect of depriving such employees of overtime and reducing their gross earnings. No benefit accrued to water users because additional personnel required under the new arrangement will more than absorb the saving. Impaired service has already become apparent. The 40-hour week for employees engaged in the delivery of water also brought about a rather complicated local administrative problem which the Bureau did not hesitate to have its local officials undertake.

Estimated gross crop values are often cited as evidence of the ability of the water used to pay increased costs. Such figures are deceptive. They are estimated values only and do not represent money income. Actual money income is always considerably less than estimated gross-crop values. Many items included in gross-crop values are never converted to cash. Furthermore, the use of gross-crop values as a measure of the farmers' ability to pay completely ignores the matter of net income. High gross values do not mean that net income is also high. The reverse may often be the case. Gross values of agricultural products are subject to violent fluctuations. In agriculture comparatively high income is the rare exception rather than the rule.

With reference to the supposed detrimental effect upon bureau activities of placing employees paid by local taxation in a special category, we wish to point out that considerably more damage will be done to the program if costs of operation and maintenance, as well as construction, rise too high. This will be particularly true on new projects. It should be borne in mind that the prices of agricultural products cannot be readily revised upward to absorb increased costs as can the prices of many industrial products. The result is that higher costs must be absorbed out of net income if the farmer is fortunate enough to have any net income. The amount of additional cost that the farmer can absorb is limited.

We believe that protection against retroactive increases, and against increases coming between tax-collection periods, is simply a matter of fairness to water users on Government irrigation projects. When the Government agrees to a budget it should adhere to it until the next budgetary period arrives. To do otherwise is arbitrary and unfair. We do not see any particular administrative problem involved.

If the district is permitted to approve the increase in salary, then the district can by resolution fix the date of the increase in salary to coincide with the time when they make their budget, so that they will not be in difficulty about the payment of the increased amount. This will give them an opportunity to make the increase effective after provision has been made by the district in their budget and assessment of water taxes.

(Mr. FERNANDEZ asked and was given permission to revise and extend his remarks.)

The CHAIRMAN. The Chair recognizes the gentleman from New York [Mr. REED].

Mr. REED of New York. Mr. Chairman, this legislation presents a very embarrassing question for many of us in making a decision. We are all sympathetic with those who really are productive employees of the Government. The trouble with this bill is that it makes no discrimination and just goes down the line from top to bottom. There are employees of the Government who certainly deserve an increase in salary. Consider the men who work in the Department of Internal Revenue. Those men work diligently. They are efficient. They have to go to school and are constantly being trained at great cost to the Government, just as industry spends a considerable amount of money in training a new employee. No sooner are these men trained by the Government than they are offered a much larger salary by

some private concern or they set up an office of their own. These men are really bringing revenue into this Government, not in the millions, but by the billions. In order to do that they have to be thoroughly trained. The salaries of these splendid men who are in the Government service are ridiculously small. You just cannot retain the best. Take Commissioner Cann, who recently left to go into private work. He has been with the Internal Revenue Department for over 20 years. He is highly trained and of great value to the business interests of this country and of great value to the Government as well.

We can look right about the House. This bill would affect men like Mr. Beaman of the drafting service. You have just seen the monumental piece of work which he did. He is laboring, for instance, and like all human beings he has had sickness and other expenses, especially as he grows older. The men who were understudies under Mr. Beaman have gone out into private practice. Why? Because they were not getting the compensation they deserved.

But as has been brought out today, the trouble with this bill is that it makes a clean sweep of salary raises of an overstaffed bureaucracy running, perhaps, into a million purely political appointees. Many of them are just chair warmers. On the other hand, there is a group that is producing for the Government just the same as efficient men are producing in industry and in businesses of all kinds. I would like to see the people who are really deserving get an increase. Many of the very productive people, after all, are unjustly held in the lower salary brackets. But I must say I feel it is not very sound legislation at this time, when the country is facing inflation, and has inflation, and has it in a very marked degree, and it is increasing with great rapidity, which is reflected, of course, in the cost of living.

The CHAIRMAN. The time of the gentleman has expired.

Mr. TABER. Mr. Chairman, several months ago we passed a bill providing for annual increments in the salaries of many Federal employees. It was thought that would stimulate the interest of the employees and would make them feel more responsibility to the Government. The result of that bill has been that the salaries of those in the higher brackets have been raised very largely, and the salaries of those in the lower brackets have been raised substantially.

About a year ago, after long consideration on the part of the committees of this House, a bill was passed raising the salaries of Federal employees under \$10,000 from 10 to 20 percent. At the present time they are actually higher than they are in outside employment as a whole. In that time the bureaucrats have been successful in hanging on to them to such an extent that we have only reduced wartime employment to about 2,900,000.

This bill as it is brought in here calls for an annual expenditure of upwards of \$400,000,000—a half billion dollars.

That can do nothing but add to the deficit. It looks as if we have no regard for the ordinary fellow who pays the income tax and the miscellaneous taxes in this country and no sense of responsibility for how the money is spent. Frankly, it is about time we awoke. It is about time that we paid some attention to our responsibility to the taxpayers of America. We can go on this way spending the deficit and when we get through all we shall have is more and more inflation. With the operations of the OPA we have had tremendous inflation; with the operation of the Federal construction programs we have had inflation, and if we continue by this legislation we are placing a block against every opportunity to balance the Federal Budget.

I do hope this House will rise to its sense of responsibility and after this job has been done, done carefully 9 months ago—because that bill, Public Law 106, took effect the 30th day of June last—and not say that 9 months after we have settled this question we are going to review it again and up it 18½ percent. Frankly, I do not believe we are being fair with the American people. Public Law 106 was fair, exceedingly fair to the Government employees.

I hope this bill will be defeated.

The CHAIRMAN. The gentleman from Minnesota [Mr. H. CARL ANDERSEN] is recognized for 5 minutes.

(Mr. H. CARL ANDERSEN asked and was given permission to revise and extend his remarks.)

Mr. H. CARL ANDERSEN. Mr. Chairman, it seems to me after listening to all this oratory of the past 2 days that the House is simply and abjectly abdicating to inflation and to pressure groups and forgetting its responsibilities to the people of our Nation. Here we have a measure which will cost the taxpayers almost half a billion dollars per year in added salaries to an already overloaded and top-heavy bureaucratic machine. How can we ever balance the Budget if we pass such far-reaching legislation as this bill and add nearly \$500,000,000 to our pay-roll cost? We have at least 500,000 too many Federal employees on the rolls today. Let us get them off the roll and then consider a straight \$400 increase for the remaining personnel. It then would have some merit.

How many of you recall the tax-reduction bill we passed last year? How many will agree to Mr. Baruch's suggestion that perhaps the Congress did wrong at that time? There were only two of us who then felt it necessary to take the floor and talk against that tax-reduction bill. I knew that it meant a reduction in taxes to each and every individual in my district, but I also knew, Mr. Chairman, that that tax-reduction bill did no more good to the people in my district than this bill will do to the Federal employee in the long run. All you are doing is to cheapen the dollar. What is going to happen to the hundreds of thousands of people living on small pensions or annuities? How about our old-age recipients of an already miserably inadequate aid? Raise these Federal employees and the dam of inflation will be dangerously near

the breaking point. All groups in America will demand like treatment, and parity prices for agricultural products are bound to go up or production will go down. Every school teacher in America and State employees of every nature will have the right to demand equity for themselves. Federal employees today receive higher pay than do comparable employees on State pay rolls. Here we are still further widening the breach.

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. H. CARL ANDERSEN. I yield not at this time. The gentleman has taken some 30 minutes on this bill, but this is the first time I have taken the floor.

No, Mr. Chairman, I feel we are making a mistake in that we have no consideration whatsoever for the taxpayers when considering this far-reaching bill. Some say, "Well, you voted for the \$400 increase in salaries of postal workers." Certainly I did. We have here, however, a bill which will give to 12- and 15-year old pages of the House a \$500 increase to their already too high a salary. Think of these kids, much as we like them, who run errands for us getting nearly \$200 a month. Think of Cabinet members becoming eligible for another \$4,000 per year and Mr. Chester Bowles, who is supposed to hold the line, being eligible under the committee bill for a raise of nearly \$2,500. In connection with the raise that we voted almost unanimously for the postal workers the other day, we were voting for a great and efficient organization, the Post Office Department. We were voting for a class of men who are doing a good job and for a department that is efficient. The Post Office Department is not cluttered up with unneeded personnel. Most of the postal employees get less than our pages would draw under the committee bill. The Federal Government today is cluttered up by at least a half million too many employees. When this same Federal Government is sheared down to the same operating efficiency as is the Post Office Department, then we will have every right to come in here and vote for an increase for the balance of those employees left in our Government, after the more than 500,000 extras are turned loose into other fields of endeavor where they can earn the wages they receive.

Mr. BENNET of New York. Mr. Chairman, will the gentleman yield?

Mr. H. CARL ANDERSEN. I yield to the gentleman from New York.

Mr. BENNET of New York. If we have a half million too many employees in the Government, should we not try to find out about that by means of an adequate investigation by an impartial staff?

Mr. H. CARL ANDERSEN. Why, certainly, we should make such an investigation, but we should also get rid of the additional half million employees before we pass a bill of this nature, either the so-called \$400 amendment, which will add a half billion dollars every year in the future to our pay roll, or the so-called committee bill as reported to the House. Our national solvency demands such action.

I am appealing to the House to think that perhaps we are here today going

down the easy and unobstructed path of inflation. Where are these gentlemen who recently proclaimed the necessity of balancing the Budget? These gentlemen were going to do a lot, according to newspaper publicity given to them over the Nation, but where are they on this bill? I have heard none of them here today, yet they criticize the Committee on Appropriations for unnecessary expenditures. I, as one member of that committee, am fearful of what is happening here today. The pattern is being woven.

Yes, Mr. Chairman, the spirit perhaps is willing but the flesh is weak. Our Nation, the strongest in the world, can remain strong, can help unfortunate nations, can take care of our veterans, and can do all that must be done only by remaining solvent.

The CHAIRMAN. The Chair recognizes the gentleman from Massachusetts [Mr. HERTER].

Mr. HERTER. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. HERTER to the Rees amendment: Insert after the word 3 in the first paragraph the words "except section 4."

Mr. HERTER. Mr. Chairman, I am offering this amendment only because I think that if the Rees amendment as offered should be carried it would have one very serious inconsistency. The Rees amendment as now pending does not put a ceiling of \$10,000 on the classified service. It does, however, prevent the statutory employees who are receiving \$10,000 from getting any increase. The only purpose of my amendment is to put the two in the same situation.

Mr. REES of Kansas. Mr. Chairman, will the gentleman yield?

Mr. HERTER. I yield to the gentleman from Kansas.

Mr. REES of Kansas. It was the intention of the gentleman from Kansas, in the event his amendment passes, to offer an amendment that would provide a limit of \$10,000 on all other employees under this bill.

Mr. HERTER. It was understood that when the gentleman filed the substitute bill he had taken care of everything.

Mr. REES of Kansas. The reason the gentleman from Kansas did not offer that amendment was because of the parliamentary situation that arose at the time.

Mr. HERTER. I thank the gentleman.

Mr. REES of Kansas. At the proper time it will be offered.

Mr. HERTER. Mr. Chairman, I want to comment very briefly on the two principal amendments now pending. The amendment for \$400 across the board increase has been held comparable to the amendment that was adopted day before yesterday in connection with the postal pay raise bill. But I have not heard a single person on the floor of the House say that last July when the postal salaries were increased they were increased on an average of 19 percent whereas the salaries of Federal employees were increased by about 15.4 percent.

Furthermore, I have heard very little discussion of the fact, and apparently

the amendment which has been offered does not carry such a provision, that the postal employees increase that was passed a few days ago was retroactive to January 1, whereas all the bills now before us provide for pay increases beginning next July 1. In other words, when it comes to the bill which the gentleman from New York voted for only 2 days ago he voted for an increase in salary for all postal employees retroactive to January 1, and yet is telling us today that we are doing an inflationary thing in this bill at the moment.

I further would like to point out that the bulk of the employees of the Federal Government, namely, the blue-collar workers, whose wages are fixed by wage boards, have received between 1941 and to date an increase of 54 percent, yet we are leaving the white-collar workers out and saying that even if we try to bring them up to a slight percentage of that amount it is inflationary. Of course it is inflationary. Every one of these increases is inflationary. Anybody would be a fool to deny it. But, the answer has been pointed out over and over again, particularly by my friends on this side of the aisle, that the way to stop that inflation is to cut down the number of employees when the appropriation bills come up so that we can save this amount of money.

Mr. RANDOLPH. Mr. Chairman, will the gentleman yield?

Mr. HERTER. I yield to the gentleman from West Virginia.

Mr. RANDOLPH. I received a letter today from the Director of Civilian Personnel and Training, Mr. Fletcher C. Waller, of the War Department, in which he says:

Honorable JENNINGS RANDOLPH,
House of Representatives,
Washington, D. C.

DEAR MR. RANDOLPH: In view of your great personal interest in the welfare of Federal workers, and in view, further, of your position as Chairman of the House Civil Service Committee, I am taking this means of informing you of the action taken today by the War Department to provide a general increase in wage schedules for employees of the War Department not compensated under Classification Act schedules.

The basic principles underlying this action may be briefly stated as follows:

1. The War Department adheres to the principle of paying its ungraded employees the rates which prevail in the different localities for work of similar nature and difficulty.

2. The rapidity and wide-spread character of changes in prevailing rates has indicated the wisdom of some general adjustment on a Nation-wide basis. An average increase of 12 cents above schedules authorized or in effect on VJ-day (18 August 1945) was determined to be the amount of increase most appropriate in all parts of the Nation.

3. Surveys will be continued and intensified in order to recognize those localities in which prevailing wage rates have increased more than 12 cents.

The specific aspects of the action taken today providing for a general increase are set forth below:

1. The 12-cent average increase will be applied to the rates in effect or authorized on VJ-day. Adjustments made since VJ-day will reduce the amount of this increase in particular localities, unless surveys have shown a locality increase greater than 12

cents. In such instances, there will, of course, be no reduction.

2. The 12-cent increase will be applied to the middle of five step rates for each grade. Since the first, second, fourth, and fifth step rates bear the relationship of 90, 95, 105, and 110 percent to the third step rate, these four step rates may vary from the 12-cent increase, but such variation will not exceed plus or minus 1 cent.

3. The increase is an increase in rates. In individual cases the increase over VJ-day rates may be greater or less than the average 12-cent increase because of changes of individual employees to a different grade or to a different step rate within a grade.

4. The effective date of the increase for all employees is 14 April 1946. This is the earliest feasible date which coincides with the beginning of the majority of pay periods for ungraded personnel.

5. Certain small groups of ungraded employees whose rates are differently established are not affected by this action. The principal of such groups are force account, purchase and hire, post exchange, and harbor boat employees and employees paid flat rates. Rates for these groups will be increased as surveys show the need for increases.

6. Simultaneously with the general increase, the Department is eliminating all substandard rates below 55 cents per hour. Although the majority of schedules have heretofore been substantially above this minimum, hereafter none will be below.

In taking this action the War Department has implemented the President's statement of policy that wage boards should be sensitive to changes in prevailing rates. At the same time it has not fallen into the error made by some groups of assuming that a few major private industry adjustments of 18 or 18½ cents per hour have established a national pattern which it is obliged to follow. Knowing that there are both geographical and time differentials in private industry wage adjustments, the War Department has adopted a more moderate though substantial increase, which will be supplemented by a continuing, vigorous survey program to further adjust rates in those communities where levels have risen more than 12 cents.

The Department believes that this is the best means, under present conditions, of assuring its ungraded employees proper wages and at the same time maintaining fair relationships with local industry.

Sincerely yours,

FLETCHER C. WALLER,
Director of Civilian Personnel and Training.

Mr. HERTER. As I understand that letter, it applies to the 15-percent increase. The Navy Department had an increase of 18 percent 2 weeks ago, on top of a number of other increases, so it is only the white-collar people who are being discriminated against.

Finally let me say why I prefer the committee bill to either of the amendments that have been offered. I feel very strongly that we are continuously, for various reasons, increasing the lower brackets and giving no consideration to the higher brackets. That, to my mind, is a very bad principle for the Government to follow and will lead to the worst type of Government service in the long run.

The CHAIRMAN. The Chair recognizes the gentleman from Illinois [Mr. MASON].

Mr. MASON. Mr. Chairman, I want simply to clarify my stand on the three issues before us. We have, first, the committee bill which proposes 18½ per-

cent all through. We have, second, the Rees bill which proposes, in substance, the Senate bill, sweetened up a little bit; and then we have the \$400 flat proposition for all in the service.

I want to state, first, flatly, that I supported—and wholeheartedly supported—the \$400 flat increase for the employees of the Post Office Department, and I shall support the \$400 flat increase all across the board for the Government employees for the same reason, exactly, that I supported the other bill. If that fails I shall then support the Rees amendment, which I think is more nearly satisfactory than the committee bill. If that fails, and the committee bill is left to vote upon, I shall vote, first, to recommit it to the committee for further study, and, second, if that fails I shall vote definitely “no” on that bill. I am doing it simply because if these three propositions are bread-and-butter propositions as they are supposed to be then they ought to be bread and butter propositions and the committee bill giving only a \$185 increase to a \$1,000 man and a \$1,850 increase to a \$10,000 man can in no sense of the word be considered a bread-and-butter bill, and from my viewpoint it is a monstrosity that I refuse to go along with.

The CHAIRMAN. The Chair recognizes the gentleman from New York [Mr. BUCK].

Mr. BUCK. Mr. Chairman, any proposal for granting salary increases on a flat percentage applicable to all levels of pay is in direct contravention to the premise upon which our income tax structure is based. That premise is ability to pay. With that premise no person now quarrels. Yet in this bill, as recommended by the committee, we are asked to set aside the principle of ability to pay as applied to the increased cost of living. If we believe that the man with a \$10,000 salary should pay a higher percentage tax than the man with a \$1,200 salary, surely we are not consistent when we say that to meet the cost of living, the man with the \$10,000 salary should be given the same percentage increase as the man with the \$1,200 salary.

I agree that we must pay adequate salaries in top brackets in order to attract and hold desirable men and women to the Government service. I am sure, however, that no Member of the House will argue that we must increase salaries of Cabinet members, for example, in order to induce capable persons to serve. Such an argument would be ridiculous. Rather than grant a blanket increase in these higher brackets, therefore, let us do the job in a proper way by enacting legislation which will establish new and higher levels in the Classification Act wherever higher levels are essential.

I know that the country will go along with salary increases in the low and middle levels. But after some 15 years of deficit spending, I wonder if the country will look with favor upon granting a \$4,078 raise to the \$15,000 man and only \$266 to the \$1,200 man. Each will pay the same price and buy the same quantity of milk and bread and vegetables with which to feed his family.

The CHAIRMAN. The Chair recognizes the gentleman from Kansas [Mr. REES].

Mr. TABER. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield to the distinguished gentleman from New York ranking member of the Appropriations Committee of the House.

Mr. TABER. Is it not a fact that a bill was passed here within the last 2 years that up-graded a lot of Federal employees so that many of them, instead of having the Little Steel formula increase, have had a 40, 50, 60, or even a 100 per cent increase?

Mr. REES of Kansas. Increases were granted to Federal employees a year ago, but the up-grading and reclassification is done by the Civil Service Commission. I discussed that yesterday. We were unable to secure definite information from the Civil Service Commission with respect to how much up-grading and reclassification is going on. There has been a considerable amount of it, however. It is a thing which I have discussed on the floor on numerous occasions. Unfortunately, it has taken place not all the way along the line but more in certain groups than in others. I wish I had time to discuss it at length.

I agree with the gentleman from New York [Mr. REED] that we have many outstanding men of ability in the Civil Service, especially in the Revenue Service, who render a wonderful service to the Government. They are entitled to every possible consideration that can be given them. The \$400 amendment will not help them as much as under my amendment. I only wish there were some way by which they could be rewarded better for their services. Many of them are invaluable to our Government.

Mr. Chairman, I want to briefly review the proposals before us and compare them. A good deal has been said with respect to the expense and cost of these bills. I have noted in round figures the amount of the cost of each of them as I have been able to secure the figures. The cost of the proposal under consideration of \$400 across the board is easy to figure out. All you need to do is multiply your \$400 by the 1,250,000 people and you have got it. The cost is \$500,000,000. If you use the number we are supposed to have on July 1, and I do not believe it will be reduced to that figure, it amounts to \$391,000,000. It will cost at least \$400,000,000. The cost of the committee bill, according to their figures on the low number of 971,000 is \$420,000,000. I have asked a statistician as to the cost of my proposal. It is \$354,000,000. I think the House ought to know that. Under my proposal, the big share would go to the lower-salaried groups. I appreciate the views of those who are in favor of the \$400 for all employees regardless of present salaries.

There is a great deal to be said in favor of your contention. This measure is a pay-adjustment bill. We are trying to adjust these salaries on a scale that we believe is fair and equitable. Of course, the whole pay structure in government ought to be examined carefully. We ought to find out more about what

these people are really entitled to. Last year adjustments were made with respect to the lower salaries. Upon my proposal the lowest income group would get a little more than 20-percent increase. In fact, the first three groups indicated in the table would receive approximately 18 percent increase over present salaries. My proposal allows smaller percentages as the salaries grow higher. My proposal starts with a 45-percent increase on the first \$1,200 of all salaries and then 18 percent on the next \$3,400. I thought it only fair to call this to the attention of the Committee.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Texas [Mr. LYLE].

The question was taken; and on a division, there were—ayes 109, noes 65.

Mr. RANDOLPH. Mr. Chairman, I ask for tellers.

Tellers were ordered, and the Chairman appointed as tellers Mr. Jackson and Mr. LYLE.

The Committee again divided; and the tellers reported that there were—ayes 114, noes 95.

So the amendment was agreed to.

Mr. FERNANDEZ. Mr. Chairman, a parliamentary inquiry.

The CHAIRMAN. The gentleman will state it.

Mr. FERNANDEZ. As I understood, earlier today the Chair ruled that amendments to the bill would be voted on before the Rees amendment. I have a perfecting amendment. The motion of the gentleman from West Virginia was to close debate on amendments pending and amendments thereto.

Is it in order for me now to offer a perfecting amendment?

The CHAIRMAN. The gentleman means a perfecting amendment to section 2 of the bill?

Mr. FERNANDEZ. Yes.

The CHAIRMAN. The gentleman's amendment would be in order.

Mr. FERNANDEZ. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. FERNANDEZ: On page 2, line 2, after the period at the end of the line insert the following: "Provided, however, That increases of salaries or wages under this act shall not be applicable to employees of the Bureau of Reclamation whose salaries or wages are provided for by funds of the irrigation district on which they are employed unless such increases are first approved by resolution of the board of directors or other governing body of such district."

The CHAIRMAN. The gentleman from New Mexico is recognized for 5 minutes in support of his amendment.

Mr. MASON. Mr. Chairman, a parliamentary inquiry.

The CHAIRMAN. The gentleman will state it.

Mr. MASON. Was not time for debate limited on the amendments and all amendments thereto? The gentleman from New Mexico was given 5 minutes of that time.

The CHAIRMAN. The consent agreement was to limit debate on all amendments then pending and amendments thereto. The amendment offered by the gentleman from New Mexico is an

amendment to section 2 but not an amendment to any pending amendment. The gentleman from New Mexico therefore is entitled to recognition.

Mr. FERNANDEZ. Mr. Chairman, as I stated awhile ago, the employees who are affected by this amendment are technically Federal employees. They are employed by the Bureau of Reclamation. We have seven or eight districts, not all in my State but in other States, that employ about 410 of these employees, such as ditch riders, and so forth, in the district. Funds for their pay are raised by the farmers in the district. For example, in the Elephant Butte irrigation district in my State the farmers at the beginning of the fiscal year fix their assessments on the water to raise the funds for these employees who are paid by the farmers. Now, the Congress comes along, as it did a year or two ago, and passes a bill raising the salaries of these employees, and the farmers are stuck without being consulted.

My amendment simply requires that the farmers who foot the bill shall, before the salaries are increased for the employees who work for those districts, approve the increase through the governing boards of those districts. That is the only fair thing to do.

I do not say that these employees should not be under the civil service, and my amendment does not require them to be taken out of civil service. They should continue as civil-service employees, but their salary increases should be approved by the district before they go into effect.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield?

Mr. FERNANDEZ. I yield to the gentleman from South Dakota.

Mr. CASE of South Dakota. Is it not a fact that the money which pays these employees is really the money of the farmers living in these irrigation districts, which is collected from them in the form of assessments determined some time ago, which are paid into the Federal Treasury, then paid out on behalf of those districts to those employees?

Mr. FERNANDEZ. That is correct. It is the money of the farmers which the farmers raise through taxation, through water assessments.

Mr. CASE of South Dakota. Through assessments on themselves?

Mr. FERNANDEZ. Yes; the men are employed by the Reclamation Bureau and work in the district and are paid by funds of the district, not by Federal funds.

Mr. CASE of South Dakota. The amendment offered by the gentleman is thoroughly just and fair and certainly should be adopted. I would think that the chairman of the committee might be well advised to authorize acceptance of the amendment.

Mr. FERNANDEZ. I thank the gentleman and I hope and trust that the members of the committee will see it likewise and agree to my amendment.

Mr. SMITH of Ohio. Mr. Chairman, will the gentleman yield?

Mr. FERNANDEZ. I yield to the gentleman from Ohio.

Mr. SMITH of Ohio. Suppose these farmers should fail to approve this schedule?

Mr. FERNANDEZ. The farmers, of course, would have the right to disapprove the scale, and perhaps they should do so, unless the prevailing wage for ditch riders in that district or around the district is the same as that paid by the Federal Government.

Mr. SMITH of Ohio. I am in favor of the gentleman's amendment, but what would they do in the event they disapproved, where would they get the labor?

Mr. FERNANDEZ. The employees would continue to work under the present arrangement at present salaries until otherwise provided.

Mr. RICH. Mr. Chairman, will the gentleman yield?

Mr. FERNANDEZ. I yield to the gentleman from Pennsylvania.

Mr. RICH. If it is so important to have the farmers approve the wage increase that is granted under this bill, why is it not imperative also that the taxpayers of this country approve the bill as a whole before the Congress votes it?

Mr. FERNANDEZ. We as Members of the Congress represent the taxpayers and can do what we think right and proper with the taxpayers' money, but we do not have the right to tell the farmers how much they have to pay for their labor that is not really Federal labor.

Mr. RICH. You are not giving any consideration then to the taxpayers of this country for what they have got to pay through legislation being put into effect which the Congress is now about to approve?

The CHAIRMAN. The time of the gentleman from New Mexico has expired.

Mr. JACKSON. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, I can appreciate fully the problem that the gentleman from New Mexico has presented. He appeared before the committee. The committee gave considerable time to this matter; had representatives from the Bureau of Reclamation present. The committee voted unanimously against the amendment offered by the gentleman from New Mexico. I regret that I have to take this position in behalf of the committee, but if this amendment is adopted it would upset the whole wage structure in the Bureau of Reclamation.

These particular workers have been on a 48-hour week and are now back to a 40-hour week. They have not had an adjustment for a long time. Their funds are paid out of the Treasury. The water costs have not gone up, and it is only a matter of equity in trying to work out their salary structure that the committee voted this amendment down. I know I speak for the full subcommittee in that connection.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from South Dakota.

Mr. CASE of South Dakota. The gentleman does not want the RECORD to show that the so-called O and M costs, operation and maintenance costs, on ir-

rigation districts are subsidized, does he?

Mr. JACKSON. I am saying that the cost of your reclamation structures, as I recall it, or many of them, come right out of the general Treasury. They are not all amortized.

Mr. CASE of South Dakota. Some may and some may not. But certainly the operation and maintenance costs are paid for by the farmers themselves, and it is that fund with which the amendment deals.

Mr. JACKSON. The testimony before the committee was to the effect that their water costs had remained practically the same; that there had not been any increase in cost; that this was only a matter of being fair with your Government, if you please, that you allow this adjustment. If you are going to adopt this sort of an amendment you are going to lay yourselves wide open to every other amendment along that line.

Mr. FERNANDEZ. Mr. Chairman, will the gentleman yield?

Mr. JACKSON. I yield to the gentleman from New Mexico.

Mr. FERNANDEZ. There is no other situation like this. This is the only one of that character.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New Mexico.

The question was taken; and on a division (demanded by Mr. Cox) there were—ayes 55, noes 99.

So the amendment was rejected.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Massachusetts [Mr. HERTER] to the amendment offered by the gentleman from Kansas [Mr. REES].

Mr. RANDOLPH. Mr. Chairman, I ask unanimous consent that that amendment be again reported.

The CHAIRMAN. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

The Clerk read as follows:

Amendment offered by Mr. HERTER to the Rees amendment: Insert after "3" in the first paragraph the words "except Sec. 4."

The CHAIRMAN. The question is on the amendment to the amendment.

The amendment to the amendment was rejected.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Kansas [Mr. REES].

Mr. TARVER. Mr. Chairman, a parliamentary inquiry.

The CHAIRMAN. The gentleman will state it.

Mr. TARVER. The Lyle amendment providing for the \$400 increase across the board was made by the Committee of the Whole to the same sections that the amendment of the gentleman from Kansas [Mr. REES] proposes to strike from the bill. Would the effect of the adoption of the Rees amendment be to strike from the bill the language of the Lyle amendment just adopted by the Committee of the Whole?

The CHAIRMAN. It would.

The question is on the amendment offered by the gentleman from Kansas [Mr. REES].

The amendment was rejected.

The Clerk read as follows:

INCREASE IN PAY RATES FOR CUSTOMS CLERKS AND IMMIGRANT INSPECTORS

SEC. 3. Each of the existing rates of basic compensation provided by the act entitled "An act to adjust the compensation of certain employees in the Customs Service", approved May 29, 1928, as amended and supplemented, and those provided by the second paragraph of section 24 of the Immigration Act of 1917, as amended and supplemented, are hereby increased by 18.5 percent. Such augmented rates shall be considered to be the regular rates of basic compensation.

INCREASE IN STATUTORY PAY RATES IN THE EXECUTIVE BRANCH NOT UNDER CLASSIFICATION ACT

SEC. 4. (a) Rates of basic compensation specifically provided by statute (including any increase therein computed in accordance with section 602 (b) of the Federal Employees Pay Act of 1945) for positions in the executive branch or the District of Columbia municipal government which are not included in section 102, as amended, of the Federal Employees Pay Act of 1945 or in the District of Columbia Teachers' Salary Act of 1945, and are not increased by any other provision of this act, are hereby increased by 18.5 percent. Such augmented rates shall be considered to be the regular rates of basic compensation.

(b) Section 102 (a) of the Federal Employees Pay Act of 1945 is amended by striking out the following: "(3) heads of departments or of independent establishments or agencies of the Federal Government, including Government-owned or controlled corporations;"

Mr. JACKSON. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. JACKSON: On page 3, after line 11, add a new subsection (c) as follows:

"(c) Notwithstanding the provisions of section 102 (b) of the Federal Employees Pay Act of 1945 subsection (a) of this subsection shall apply to the directors of the Tennessee Valley Authority and the chairman of the Advisory Board of the Inland Waterways Corporation."

Mr. JACKSON. Mr. Chairman, this is merely a perfecting amendment. The question was raised by the distinguished gentleman from Alabama regarding the inclusion of some of these agencies in the bill. This merely clarifies the situation from the drafting standpoint. I have taken it up with the distinguished ranking minority member of the committee, and I believe he has no objection to it.

Mr. REES of Kansas. We have no objection to that, Mr. Chairman.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Washington [Mr. JACKSON].

The amendment was agreed to.

The Clerk read as follows:

INCREASE IN PAY RATES IN THE LEGISLATIVE BRANCH

SEC. 5. (a) The first sentence of section 501 of the Federal Employees Pay Act of 1945 is amended by inserting before the period at the end thereof a comma and the following: "plus 18.5 percent of his basic compensation as increased by the foregoing percentages."

(b) The second sentence of such section 501 is amended to read as follows: "The additional compensation provided by this section and section 502 shall be considered a part of the basic compensation of any such officer or employee for the purposes of the Civil Service Retirement Act of May 29, 1930, as amended."

(c) Section 502 of such act is amended to read as follows:

"ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

"SEC. 502. Each officer and employee in or under the legislative branch entitled to the benefits of section 501 of this act shall be paid additional compensation at the rate of 10 percent of the aggregate of the rate of his basic compensation and the rate of additional compensation received by him under section 501 of this act."

INCREASE IN PAY RATES IN THE JUDICIAL BRANCH

SEC. 6. (a) The first sentence of section 521 of the Federal Employees Pay Act of 1945 is amended by inserting before the period at the end thereof a comma and the following: "plus 18.5 percent of his basic compensation as increased by the foregoing percentages."

(b) The second sentence of such section 521 is amended by inserting after "section 405 of this act" the following: "and section 2 of the Federal Employees Pay Act of 1946."

(c) Section 522 of such act is hereby repealed.

REPEAL OF LIMITATION ON AGGREGATE RATE

SEC. 7. Section 603 (b) of the Federal Employees Pay Act of 1945 is hereby repealed.

Mr. REES of Kansas. Mr. Chairman, I offer an amendment, which is at the Clerk's desk.

The Clerk read as follows:

Amendment offered by Mr. REES of Kansas: On page 4, strike all of lines 19, 20, and 21 and insert the following:

"LIMITATION ON AGGREGATE RATE PAYABLE

"SEC. 7. (a) Section 603 (b) of the Federal Employees' Pay Act of 1945 is amended by inserting after the words 'by reason of the enactment of this act' the words 'or any amendment thereto.'

"(b) Notwithstanding any other provision of this act, no officer or employee shall, by reason of the enactment of this act, be paid, with respect to any pay period, basic compensation or basic compensation plus any additional compensation provided by the Federal Employees' Pay Act of 1945, as amended, at a rate in excess of \$10,000 per annum."

Mr. REES of Kansas. Mr. Chairman, I do not believe I have to take up very much of the time of the committee at this late hour. This is an amendment which I discussed yesterday and again today. It provides a limitation of \$10,000 regardless of any increase that may be made under this bill. It provides that no salary shall be raised beyond that \$10,000 limit.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Kansas [Mr. REES].

The amendment was agreed to.

The Clerk read as follows:

VESSEL EMPLOYEES

SEC. 8. (a) Section 102 (d) of the Federal Employees Pay Act of 1945 is amended to read as follows:

"(d) This act, except sections 606 and 607, shall not apply to the employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, to vessel employees of the Coast and Geodetic Survey, to vessel employees of the Department of the Interior, or to vessel employees of the Panama Railroad Co."

(b) Section 606 of such act is amended to read as follows:

"VESSEL EMPLOYEES

"SEC. 606. Employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, vessel

employees of the Coast and Geodetic Survey, vessel employees of the Department of the Interior, and vessel employees of the Panama Railroad Co., may be compensated in accordance with the wage practices of the maritime industry."

COMPENSATORY TIME OFF FOR IRREGULAR OR OCCASIONAL OVERTIME WORK

SEC. 9. Section 202 (a) of the Federal Employees Pay Act of 1945 is amended by striking out "43 hours" and inserting in lieu thereof "40 hours".

NIGHT PAY DIFFERENTIAL

SEC. 10. That part of section 301 of the Federal Employees Pay Act of 1945 which precedes the first proviso is amended to read as follows: "Any officer or employee to whom this title applies who is assigned to a regularly scheduled tour of duty, any part of which, including overtime, falls between the hours of 6 o'clock postmeridian and 6 o'clock antemeridian, shall, for duty between such hours, excluding periods when he is in a leave status, be paid compensation at a rate 10 percent in excess of his rate of basic compensation for duty between other hours."

PAY FOR HOLIDAY WORK

SEC. 11. That part of the first sentence of section 302 of the Federal Employees Pay Act of 1945 which precedes the proviso is amended to read as follows: "Any officer or employee to whom this title applies who is assigned to duty on a holiday designated by Federal statute or Executive order during hours which fall within his basic administrative workweek of 40 hours shall be compensated for not to exceed 8 hours of such duty, excluding periods when he is in a leave status, in lieu of his regular rate of basic compensation for such duty, at the rate of twice such regular rate of basic compensation, in addition to any extra compensation for night duty provided by section 301 of this act."

PAY RATES FOR GRADES 9 AND 10 OF THE CRAFTS, PROTECTIVE, AND CUSTODIAL SERVICE OF THE CLASSIFICATION ACT

SEC. 12. (a) Section 13 of the Classification Act of 1923, as amended, is hereby further amended by striking out the second paragraph relating to grade 9 of the Crafts, Protective, and Custodial Service and substituting therefor the following:

"The annual rates of compensation for positions in this grade shall be \$2,870, \$2,980, \$3,090, \$3,200, \$3,310, \$3,420, and \$3,530."

(b) Section 13 of the Classification Act of 1923, as amended, is hereby further amended by striking out the second paragraph relating to grade 10 of the Crafts, Protective, and Custodial Service and substituting therefor the following:

"The annual rates of compensation for positions in this grade shall be \$3,200, \$3,310, \$3,420, \$3,530, \$3,640, \$3,750, and \$3,860."

(c) With respect to grades 9 and 10 of the Crafts, Protective, and Custodial Service, the increase in rates of basic compensation provided by section 2 of this act shall be computed on the rates of basic compensation established for such grades, as amended by subsections (a) and (b) of this section.

GENERAL ACCOUNTING OFFICE

SEC. 13. This act and any other general legislation heretofore or hereafter enacted governing the employment, compensation, emoluments, and status of officers and employees of the United States shall apply to officers and employees of the General Accounting Office in the same manner and to the same extent as if such officers and employees were in or under the executive branch of the Government.

APPROPRIATIONS AUTHORIZED

SEC. 14. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this act.

EFFECTIVE DATE

SEC. 15. This act shall take effect on July 1, 1946.

Mr. McCORMACK (during the reading of the bill). Mr. Chairman, I ask unanimous consent that further reading of the bill be dispensed with, that the same be printed in the RECORD and that amendments be in order to any part of the remainder of the bill.

The CHAIRMAN. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

Mr. RANDOLPH. Mr. Chairman, I offer an amendment which is at the Clerk's desk.

The Clerk read as follows:

Amendment offered by Mr. RANDOLPH: On page 8, line 16, strike out "July 1, 1946" and insert in lieu thereof "January 1, 1946."

Mr. RANDOLPH. Mr. Chairman, there have been presented to the Members of the House this afternoon three formulas in reference to pay-raise legislation for Federal employees.

The committee offered for consideration 18.5 percent. The distinguished gentleman from Kansas offered, in essence, 15.5 percent. The gentleman from Texas [Mr. LYLE], offered \$400 across the board, and that formula has received your tentative approval in committee. The amounts in all proposals were not so far apart, roughly, \$400,000,000.

The House with one dissenting vote passed the postal pay-raise bill.

When you voted earlier this week, you made the postal pay-raise bill retroactive to January 1. I am sure there is no Member of this House who would want to do less under the formula adopted in connection with the pay raise for the Federal employees.

Mr. WADSWORTH. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield to the distinguished gentleman from New York.

Mr. WADSWORTH. Without intending to search the gentleman's mind too assiduously, was it the intention of the gentleman to offer an amendment of a similar kind in the event the committee recommendation for 18.5 percent had been agreed to by the House?

Mr. RANDOLPH. I think that is a fair question, as the gentleman from New York is always fair. I have been giving consideration to the offering of such an amendment, regardless of whether the committee bill, the Rees bill, or the Lyle formula were adopted. I also gave consideration to the possibility of passing the committee bill with the July 1 date and then when the measure went to conference, since the Senate bill calls for the act to take effect upon the signature of the President, we perhaps might agree on a date of May 1.

Mr. PACE. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield.

Mr. PACE. On the gentleman's estimate of the cost, his amendment would cost an extra \$100,000,000?

Mr. REES of Kansas. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield.

Mr. REES of Kansas. It would be approximately \$200,000,000.

Mr. RANDOLPH. I was about to say I believe it would be something in excess of \$185,000,000. What has the gentleman from Washington to say?

Mr. JACKSON. I think the easiest way to figure is simply that it is going to cost half again as much as the estimated cost of the bill except that you had more people on the pay roll between January 1 and July 1. So we are simply adding something here that was not added last Tuesday for the postal employees.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. RANDOLPH. I yield.

Mr. WHITTINGTON. Is it not true that even the postal increase bill in the other body may be amended so as to eliminate the retroactive feature, in which event this legislation would then be on all fours with that and there would be no occasion to make this retroactive?

Mr. RANDOLPH. The gentleman from Mississippi would not want to reverse his position now, would he, when he voted to make the postal pay bill retroactive?

Mr. WHITTINGTON. I will answer frankly I think the retroactive feature of the postal bill was a mistake. Personally I would have liked to have voted against that. I do not think that because we made a mistake on one we ought to go ahead and make a second mistake. We ought to let it go to the other body and let them correct it. I believe we ought to let the matter stand where it is.

The CHAIRMAN. The time of the gentleman from West Virginia has expired.

Mr. VURSELL. Mr. Chairman, I rise in opposition to the amendment and ask unanimous consent to revise and extend my remarks.

The CHAIRMAN. Is there objection to the request of the gentleman from Illinois?

There was no objection.

Mr. VURSELL. Mr. Chairman, as the representatives of the people who are paying this bill, who have nothing to say about it, who expect us to talk for them, I rise in opposition to the amendment.

Two mistakes never make anything right. The amendment was suggested before our committee. The chairman of the subcommittee said it would be an almost impossible task to impose upon the departments of the Government the task to figure out how to get this extra pay to employees who had left the service in the past 3 months if the increases were made retroactive. If this amendment is approved it will cost the taxpayers \$200,000,000.

To my mind this amendment ought not to have been offered. Those who will benefit by the increase do not expect it to be made retroactive. The committee never once gave serious consideration to making it retroactive.

Mr. REES of Kansas. Mr. Chairman, will the gentleman yield?

Mr. VURSELL. I yield.

Mr. REES of Kansas. The committee, of course, did not consider the \$400 proposition either.

Mr. VURSELL. I understand that quite well.

Mr. REES of Kansas. Furthermore, I call the gentleman's attention to the fact that this proposition we are talking about would cost an additional \$200,000,000; but we have already voted under this amendment the most extravagant thing there was in the list; we voted for one that is going to cost something like \$391,000,000 a year.

Mr. VURSELL. The committee did discuss the proposition of making the 18½-percent increase retroactive and the thought of the committee at that time was that it would be an impossible task to get the money to the people who had quit the service since the first of the year. They refused to consider it.

I think this House ought to represent the people today and not just add another \$200,000,000 of waste to the taxpayers of the Nation. For myself I intend to represent and protect the public who must pay the bill. I urge you to defeat the amendment.

Miss SUMNER of Illinois. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, it has been said "Whom the gods would destroy they first make mad." You are going hog-wild on this bill. You scoff. You praise the people who vote with you and then afterward use the programs to destroy you. But I tell you that the best friends you have in this Congress are men like the gentleman from Ohio [Mr. SMITH] and a few others who try to help you avert mistakes like this. Nobody should know that better than the now exalted, former chairman of the Truman investigating committee.

The Members present here are going to have to defend themselves on the platform against people who hate the OPA. You are going down as Sir Galahads telling the people you are fighting inflation. Who do you think is going to believe you are against inflation when you pass a bill like this which will cost over \$600,000,000 to be given to politicians? How many people in the various precincts are going to want to vote for people who vote like that in Congress? They will hear that you have added to your salaries. They will tell you that instead of raising them you ought to reduce your salaries.

Maybe you do not know it yet, but the time when buttering the bureaucracy was sure fire to get elected is rapidly passing. The education that the OPA has been giving through advertisements in the newspapers and on the radio has only served to educate the people, and to a greater extent and much better than you think. People now know because the Government officials have taught them that what causes inflation is scarcity, that what causes inflation is billions of dollars created by the Congress out of thin air, depreciating the national currency, lowering the standard of living while at the same time raising the taxes. They have found out since you were home last, they have found out since Christmas, that it is the OPA which is causing shortages, it is OPA and Congress that is creating the inflationary dollars.

As these friends of yours in the bureaucracy go through the precincts with their relatives telling people how to vote it will only serve to remind the people of this country that the greatest curse of this country is bureaucracy. The American people already know, and your opponents will remind them, that the only way to stop inflation which the OPA has told them is a danger is not through OPA but by cutting out this inflationary Government spending.

I warn you in all friendliness and with best wishes to you, because it is for the best interests of our country, that unless you cut out the spending now, here, today, you can expect to hear the voters say that the only way to cut out the inflationary spending is to cut out the Congressmen who do the spending.

The CHAIRMAN. The time of the gentleman from Illinois has expired.

Mr. RUSSELL. Mr. Chairman, I move to strike out the last three words.

Mr. Chairman, I have not taken time to speak on this bill and I thought until a few minutes ago I would not do so; however, to be frank with you, my conscience would not let me sit idly by without adding my voice, at least in a small way, to the discussion on this bill.

A few years ago when we had up the measure of extending the price-control bill—which perhaps with all of its faults and all of its bungling has served a very useful and good purpose—my distinguished colleague, the gentleman from Texas [Mr. PATMAN], in describing to us what inflation was and what produced inflation, among other things said, and I think correctly, that the main thing that caused inflation was wild money. I believe he was correct in that. Wild money helps to produce inflation.

When my mind reflects back to what we have done in this body, which I hope the people will forgive us for in a way, because I am sure the Lord in His forgiving spirit, having done so much, will do it, I wonder if the people back home, whom I hope to serve for the next 8 months and 26 days, at least, will forgive us. Since the last 10 days we have leveled a burden upon the people of this country of an additional \$2,000,000,000 coming out of the taxpayers' pockets.

My friends—and I use the term "friends" perhaps not parliamentarily, so to speak—I say in all fairness do you not think it is about time to stop, look, and listen? We have a \$270,000,000,000 indebtedness staring the taxpayers of the United States of America in the fact.

I read an article yesterday which told of the assessed value of all the property in our country. And, may I use that term again, "my friends," what do you think it was? About \$320,000,000,000. On the other hand, the total indebtedness in our country was \$378,000,000,000; in other words, about \$50,000,000,000 in the red. When any private business or when any individual gets into that state of being, we call it insolvency. If we intend to remain the most powerful nation on the face of this earth, we have to at least remain solvent; but if we are going to further reduce the income of the taxpayers of this Nation, Lord of Hosts, what will come next? What will

come next? It is time to stop and take invoice and see. Let us represent the people from here on out and save that which will save America.

My friends—and I want to use that term again—the financial structure of the United States of America must be kept solvent. When you destroy that structure, you destroy America. Please stop, look, and listen.

Mr. GAVIN. Mr. Chairman, will the gentleman yield?

Mr. RUSSELL. I yield to the gentleman from Pennsylvania.

Mr. GAVIN. The gentleman asked the question, What will come next? Why, the British loan comes next, for \$4,400,000,000.

Mr. RUSSELL. In addition to that, you have over \$600,000,000 of new subsidies added to the over \$5,000,000,000 we are paying in subsidies. This \$600,000,000 as subsidies has been added to the housing bill over in the other body. This must all be paid by the taxpayers of the United States. Where do we go from here?

Mr. GAVIN. Mr. Chairman, if the gentleman will yield further, I merely want to point out to the gentleman that that means a tax of \$30 for every man, woman, and child.

Mr. RUSSELL. Mr. Chairman, I have just shown that if our country were weighed in the balances now, we would be an insolvent nation. The people are not going to be fooled all the time. They know where the responsibility of all the spend, spend, spend lies.

A few months ago, down on the other end of Pennsylvania Avenue, a recommendation was made to pay everybody a 20-percent salary and wage increase. Yet—and the Congress has been going along—this raise today makes, within the last 12 months, a 30-percent increase in the salaries of Federal employees. Where are the labor unions, who are striking for 18-, 20-, and 30-percent raises, getting their encouragement, when we here in the Congress are doing the very same things that they are asking for?

Mr. Chairman, I was in hopes that the Congress would economize, because we are going to have to if we meet our obligations. As we all know, the country is being operated or borrowed capital—by money which is borrowed from the people of this country by the means and manner of selling Government bonds. Those bonds are sold on a 10-year basis, or better, and in each one of them it is provided that the value shall increase at least one-fourth, or 25 percent, at the time it is paid. I am wondering if we are not placing the generations after us, as well as our returned and returning servicemen, under bondage so long as they may live. What are they going to think as they struggle and strive in future years to accumulate sufficient funds to meet the indebtedness? Mr. Chairman, what are they going to think of us who have helped place them in such a position? Do you not think that it is time to stop, look, and listen?

Mr. Chairman, I find no fault with paying the laborer a just wage, but no business concern would be carried on in the manner that we are carrying on this

great corporation of ours known as the United States of America. If they did, they would soon go out of business.

Mr. Chairman, we have put into circulation wild money sufficient to produce inflation. Our actions have been of untold help to inflation: I do not know, some think to retard production. But with all the wild money we have turned loose in the way of increase in wages and salaries, and in prices for commodities, what can we say when the extension of the OPA comes up, within perhaps a few days? We have torn the line down; we have destroyed the dam in the channel which was holding back that dreadful inflation, and now, when the extension comes up, there is no earthly chance for it to succeed in the future, brought about, and as a direct result of our actions here in this body. But will it be proper for us to carry on that control, when all it can do is to reinforce the dam upon the sand-bar side? We have torn the same asunder in the channel of the stream.

Yes, Mr. Chairman, it is high time that we invoice. It is time to stop, look, and listen; and represent the people of the United States of America.

Mr. RANDOLPH. Mr. Chairman, I move that all debate on this amendment do now close.

The motion was agreed to.

The CHAIRMAN. The question is on the amendment offered by the gentleman from West Virginia [Mr. RANDOLPH].

The question was taken; and on a division (demanded by Mr. RANDOLPH) there were—ayes 81, noes 183.

So the amendment was rejected.

Mr. RANDOLPH. Mr. Chairman, I move that all debate on the bill and all amendments thereto close in 5 minutes.

The motion was agreed to.

Mr. DIRKSEN. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. DIRKSEN: On page 8, line 14, strike out the period and insert the following: "Provided, That with the exception of the Veterans' Administration, no greater amount shall be appropriated to any executive department or agency for salaries for the fiscal year 1947 than the amount made available for such purpose for the fiscal year 1946."

[Mr. DIRKSEN addressed the Committee. His remarks will appear hereafter in the Appendix.]

The CHAIRMAN. The question is on the amendment offered by the gentleman from Illinois [Mr. DIRKSEN].

The question was taken; and on a division (demanded by Mr. MARTIN of Massachusetts) there were—ayes 169, noes 97.

So the amendment was agreed to.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. COOPER, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee having had under consideration the bill (H. R. 5939) to increase the rates of officers and employees of the Federal Government, and for other purposes, pursuant to House Resolution 576, he reported the bill back to the House with

sundry amendments adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered.

Is a separate vote demanded on any amendment?

Mr. RANDOLPH. Mr. Speaker, I demand a separate vote on the so-called Lyle amendment.

The SPEAKER. Is a separate vote demanded on any other amendment? If not, the Chair will put the en gross.

The other amendments were agreed to.

The SPEAKER. The Clerk will report the amendment on which a separate vote is demanded.

The Clerk read as follows:

Amendment offered by Mr. LYLE: Page 1, line 10, strike out the figures and words "18.5 percent" and insert "\$400 per annum."

Page 2, line 16, strike out the figures and words "18.5 percent" and insert in lieu thereof the figures and words "\$400 per annum."

Page 3, lines 4 and 5, strike out the figures and words "18.5 percent" and insert in lieu thereof the figures and words "\$400 per annum."

Page 3, line 16, strike out the figures and words "18.5 percent" and insert in lieu thereof the figures and words "\$400 per annum."

Page 4, line 12, strike out the figures and words "18.5 percent" and insert in lieu thereof the figures and words "\$400 per annum."

Mr. REES of Kansas. Mr. Chairman, a parliamentary inquiry.

The SPEAKER. The gentleman will state it.

Mr. REES of Kansas. In the event the Lyle amendment is defeated, then, as I understand it, the Rees amendment stays in the bill.

The SPEAKER. The Rees amendment was not agreed to. It has not been reported from the Committee of the Whole.

The question is on the amendment.

The question was taken; and the Chair being in doubt, the House divided, and there were—ayes 183, noes 110.

Mr. RANDOLPH. Mr. Speaker, on that I demand the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 199, nays 164, answered "present" 1, not voting 67, as follows:

[Roll Call No. 76]

YEAS—199

Abernethy	Carlson	Elsaesser
Allen, La.	Chenoweth	Elston
Almond	Church	Ervin
Andresen	Clark	Fellows
August H.	Clason	Fenton
Andrews, N. Y.	Clevenger	Flannagan
Arends	Cole, Kans.	Folger
Baldwin, N. Y.	Cole, Mo.	Fuller
Barden	Cooper	Gamble
Bates, Ky.	Corbett	Gardner
Bates, Mass.	Cox	Gary
Bennett, Mo.	Cravens	Gathings
Blackney	Cunningham	Gavin
Bonner	Curtis	Gerlach
Boren	Daughton, Va.	Gillespie
Bradley, Mich.	Davis	Gillette
Brehm	D'Ewart	Gillie
Brown, Ga.	Dirksen	Gore
Brown, Ohio	Dolliver	Gossett
Bryson	Dondero	Graham
Buck	Drewry	Grant, Ala.
Bulwinkle	Durham	Grant, Ind.
Burch	Earthman	Gregory
Butler	Eaton	Griffiths
Camp	Elliott	Gross
Campbell	Ellis	Gwinn, N. Y.

Gwynne, Iowa
Hall, Edwin Arthur
Hall, Leonard W.
Hand
Hare
Harness, Ind.
Hartley
Henry
Heselson
Hess
Hill
Hoeven
Hoffman
Hope
Horan
Howell
Jenkins
Jennings
Jensen
Johnson, Ill.
Johnson, Ind.
Johnson, Okla.
Jonkman
Kearney
Keefe
Kelly, Ill.
Kilburn
Kinzer
Kunkel
Landis
Larcade
Latham
Lea
LeCompte
LeFevre
Lewis
Lyle
McConnell
McCowan
McKenzie

McMillan, S. C.
McMillen, Ill.
Maloney
Martin, Iowa
Mason
May
Meirow
Michener
Mills
Mundt
Murray, Tenn.
Murray, Wis.
Norblad
Norrell
O'Brien, Mich.
O'Hara
O'Konski
O'Neal
Pace
Patman
Peterson, Ga.
Pickett
Pittenger
Ploeser
Priest
Ramey
Rankin
Reed, Ill.
Reed, N. Y.
Richards
Riley
Rivers
Robertson, Va.
Robison, Ky.
Rockwell
Rodgers, Pa.
Roe, Md.
Rogers, Fla.
Rogers, Mass.
Russell
Schwabe, Mo.
Schwabe, Okla.

Scrivner
Short
Simpson, Ill.
Smith, Va.
Smith, Wis.
Springer
Starkey
Stefan
Stevenson
Stewart
Stigler
Stockman
Sumner, Ill.
Sundstrom
Taber
Talbot
Talle
Tarver
Taylor
Thomas, N. J.
Tibbott
Towe
Vinson
Vorys, Ohio
Vursell
Wadsworth
Weaver
Weichel
West
Whitten
Whittington
Wickersham
Wigglesworth
Wilson
Winstead
Winter
Wolcott
Wood
Woodruff
Zimmerman

NAYS—164

Andersen, H. Carl
Anderson, Calif.
Angell
Auchincloss
Bailey
Baldwin, Md.
Barrett, Pa.
Barrett, Wyo.
Barry
Beall
Beckworth
Bell
Bennet, N. Y.
Biemiller
Bland
Bloom
Bradley, Pa.
Brooks
Buckley
Buffett
Byrne, N. Y.
Canfield
Carnahan
Case, N. J.
Case, S. Dak.
Cellar
Chelf
Clements
Coffee
Combs
Cooley
Crawford
Crosser
D'Alesandro
De Lacy
Delaney
James J.
Delaney
John J.
Dingell
Domengeaux
Douglas, Calif.
Douglass, Ill.
Eberhart
Fallon
Feighan
Fernandez
Fogarty
Forand
Fulton
Gallagher
Geelan
Goodwin
Gordon
Gorski
Granahan

Granger
Green
Hagen
Hale
Harless, Ariz.
Harris
Hart
Havener
Hays
Healy
Hébert
Hedrick
Heffernan
Hendricks
Hertcr
Hinshaw
Hobbs
Hoch
Hofffield
Holmes, Mass.
Holmes, Wash.
Hook
Huber
Hull
izac
Jackson
Johnson, Calif.
Johnson, Luther A.
Johnson, Lyndon B.
Jones
Judd
Kec
Kefauver
Kilday
King
Kirwan
Klein
Kopplemann
Lane
Lemke
Lesinski
Link
Ludlow
Lynch
McCormack
McDonough
McGehee
McGlinchy
Madden
Mahon
Manasco
Mankin
Mansfield, Mont.
Mansfield, Tex.

Marcanonio
Martin, Mass.
Mathews
Miller, Calif.
Miller, Nebr.
Monroney
Morgan
Morrison
Murphy
Neely
O'Toole
Outland
Patrick
Patterson
Philbin
Phillips
Poage
Powell
Price, Ill.
Quinn, N. Y.
Rabaut
Rabin
Randolph
Rayfiel
Rees, Kans.
Resa
Rich
Rizley
Robinson, Utah
Rogers, N. Y.
Rooney
Rowan
Rytter
Sasser
Savage
Sheppard
Sheridan
Slaughter
Smith, Maine
Somers, N. Y.
Sparkman
Spence
Sullivan
Thomas, Tex.
Thomason
Tolan
Torrens
Traynor
Trimble
Voorhis, Calif.
Walter
Wasielewski
Welch
White
Wolverton, N. J.
Worley

ANSWERED "PRESENT"—1

Smith, Ohio

NOT VOTING—67

Adams
Allen, Ill.
Andrews, Ala.
Arnold
Bender
Bishop
Bolton
Boykin
Brumbaugh
Bunker
Burgin
Byrnes, Wis.
Cannon, Fla.
Cannon, Mo.
Chapman
Chiperfield
Clippinger
Cochran
Cole, N. Y.
Colmer
Courtney
Curley
Dawson

Doughton, N. C.
Doyle
Dworshak
Ellsworth
Engel, Mich.
Engle, Calif.
Fisher
Flood
Gearhart
Gibson
Gifford
Halleck
Hancock
Jarman
Kean
Kelley, Pa.
Keogh
Kerr
Knutson
LaFollette
Lanham
Luce
McGregor

Murdock
Norton
O'Brien, Ill.
Peterson, Fla.
Pfeifer
Plumley
Price, Fla.
Rains
Reece, Tenn.
Robertson, N. Dak.
Roe, N. Y.
Sabath
Sadowski
Shafer
Sharp
Sikes
Simpson, Pa.
Sumners, Tex.
Thom
Wolfenden, Pa.
Woodhouse

So the amendment was agreed to.

The Clerk announced the following pairs:

On this vote:

Mr. Knutson for, with Mr. Bender against.
Mr. Bishop for, with Mr. Dawson against.
Mr. Wolfenden of Pennsylvania for, with Mr. Doyle against.
Mr. Shafer for, with Mr. Pfeifer against.
Mr. Gifford for, with Mr. Bunker against.
Mr. Brumbaugh for, with Mr. Keogh against.
Mr. Clippinger for, with Mr. O'Brien of Illinois against.
Mr. Byrnes of Wisconsin for, with Mr. Roe of New York against.

General pairs until further notice:

Mr. Doughton of North Carolina with Mr. Halleck.
Mr. Courtney with Mr. Ellsworth.
Mr. Cochran with Mr. Plumley.
Mr. Peterson of Florida with Mr. Cole of New York.
Mr. Cannon of Florida with Mr. Adams.
Mr. Boykin with Mr. Chiperfield.
Mr. Murdock with Mr. Allen of Illinois.
Mr. Colmer with Mr. Kean.
Mr. Sadowski with Mr. Arnold.
Mr. Rains with Mr. Simpson of Pennsylvania.
Mr. Sikes with Mr. Reece of Tennessee.
Mr. Price of Florida with Mr. McGregor.
Mrs. Norton with Mrs. Luce.
Mr. Kelley of Pennsylvania with Mr. Martin of Iowa.
Mr. Jarman with Mr. Robertson of North Dakota.
Mr. Cannon of Missouri with Mr. Sharp.
Mr. Fisher with Mr. Hancock.
Mrs. Woodhouse with Mrs. Bolton.
Mr. Flood with Mr. Engel of Michigan.
Mr. Gibson with Mr. Dworshak.
Mr. Thom with Mr. Gearhart.

Mr. CHELF and Mr. RIZLEY changed their votes from "aye" to "no."

Mr. GATHINGS, Mr. STEFAN, and Mr. CURTIS changed their votes from "no" to "aye."

The result of the vote was announced as above recorded.

Mr. WHITTINGTON. Mr. Speaker, I ask unanimous consent to correct the typographical errors in sections 5 and 6, and I am advised that this is the proper time to make the request.

After the figure and words "\$400 per annum" in sections 5 and 6, strike out the remainder of the language which is in both said sections 5 and 6: "of his basic

compensation as increased by the foregoing percentages" so that in those two sections the amendment just adopted will read: "plus \$400 per annum."

The SPEAKER. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

The SPEAKER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

The SPEAKER. The question is on the passage of the bill.

Mr. REES of Kansas. Mr. Speaker, I offer a motion to recommit.

The SPEAKER. Is the gentleman opposed to the bill?

Mr. REES of Kansas. The gentleman is.

The SPEAKER. The gentleman qualifies. The Clerk will report the motion to recommit.

The Clerk read as follows:

Mr. REES of Kansas moves to recommit the bill (H. R. 5939), as amended, to the Committee on the Civil Service with the recommendation that the same be reported back to the House forthwith with the following amendment: Beginning on line 7, page 1, strike everything after "Sec. 2 (a)" on that page, also strike everything on pages 2 and 3, and also strike everything up to and including the word "repealed" on line 21, page 4, and insert the following:

"The first sentence of section 405 (a) of the Federal Employees Pay Act of 1945 is amended to read as follows: 'Each of the existing rates of basic compensation set forth in section 13 of the Classification Act of 1923, as amended, except those affected by subsection (b) of this section, is hereby increased by 45 percent of that part thereof which is not in excess of \$1,200 per annum, plus 18 percent of that part thereof which is in excess of \$1,200 per annum but not in excess of \$4,600 per annum.'

"(b) Each of the existing rates of basic compensation provided for in subsections 405 (b) (1) and (2) of the Federal Employees Pay Act of 1945 is hereby increased by 17.5 percent. Such augmented rates shall be considered to be the regular rates of basic compensation, and such increase in said rates of basic compensation shall not be construed to be 'an equivalent increase' in compensation within the meaning of section 7 (b) (1) of the Classification Act of 1923, as amended.

"INCREASE IN PAY RATES IN THE LEGISLATIVE BRANCH

"Sec. 3. (a) The first sentence in section 501 of the Federal Employees Pay Act of 1945 is amended to read as follows: 'Except as provided in section 503, each officer and employee in or under the legislative branch to whom this title applies shall be paid additional compensation computed as follows: 45 percent of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 18 percent of that part of such rate which is in excess of \$1,200 per annum, but not in excess of \$4,600 per annum.'

(b) Section 502 of such act is amended to read as follows:

"ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

"Sec. 502. Each officer and employee in or under the legislative branch entitled to the

benefits of section 501 of this act shall be paid additional compensation at the rate of 10 percent of the aggregate of the rate of his basic compensation and the rate of additional compensation received by him under section 501 of this act, as amended.'

"INCREASE IN PAY RATES IN THE JUDICIAL BRANCH"

"SEC. 4. (a) The first sentence of section 521 of the Federal Employees Pay Act of 1945 is amended to read as follows: 'Each officer and employee in or under the judicial branch to whom this title applies shall be paid additional basic compensation computed as follows: 45 percent of that part of his rate of basic compensation which is not in excess of \$1,200 per annum, plus 18 percent of that part of such rate which is in excess of \$1,200 per annum, but not in excess of \$4,600 per annum.'

"(b) The second sentence of such section 521 is amended by inserting after 'section 405 of this act' the following: 'and section 2 of the Federal Employees Pay Act of 1946.'

"(c) Section 522 of such act is hereby repealed.

"INCREASE IN PAY RATES FOR CUSTOMS CLERKS AND IMMIGRANT INSPECTORS"

"SEC. 5. The first sentence of section 602 (a) of the Federal Employees Pay Act of 1945 is amended by changing the semicolon which follows the words 'of this act' to a comma, and inserting after the comma the following: 'as amended by the Federal Employees Pay Act of 1946;'

"INCREASE IN STATUTORY PAY RATES IN THE EXECUTIVE BRANCH NOT UNDER CLASSIFICATION ACT"

"SEC. 6. The first sentence of section 602 (b) of the Federal Employees Pay Act of 1945 is amended by changing the semi-colon which follows the words 'of this act' to a comma, and inserting after the comma the following: 'as amended by the Federal Employees Pay Act of 1946.'"

Mr. RANDOLPH (interrupting the reading of the amendment). This is the Rees amendment. I ask unanimous consent that further reading be dispensed with. The House knows what the motion is.

The SPEAKER. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

The SPEAKER. The question is on the motion to recommit.

The question was taken; and on a division (demanded by Mr. REES of Kansas) there were—ayes 118, noes 141.

Mr. RANDOLPH. Mr. Speaker, on that I demand the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 337, nays 27, not voting 67, as follows:

[Roll No. 77]

YEAS—337

Allen, La.	Bell	Burch
Almond	Bennet, N. Y.	Butler
Anderson, Calif.	Bennett, Mo.	Byrne, N. Y.
Andresen	Blemiller	Camp
August H.	Blackney	Campbell
Andrews, N. Y.	Bland	Canfield
Angell	Bloom	Carlson
Arends	Bonner	Carnahan
Auchincloss	Boren	Case, N. J.
Balley	Boykin	Ccller
Baldwin, Md.	Bradley, Mich.	Chelf
Baldwin, N. Y.	Bradley, Pa.	Chenoweth
Barden	Brehm	Church
Barrett, Pa.	Brooks	Clark
Barrett, Wyo.	Brown, Ga.	Clason
Barry	Brown, Ohio	Clements
Bates, Ky.	Bryson	Coffee
Bates, Mass.	Buck	Cole, Kans.
Beall	Buckley	Cole, Mo.
Beckworth	Bulwinkle	Combs

Cooley	Hoch	Patterson
Cooper	Hoeven	Peterson, Ga.
Corbett	Holifield	Pfeifer
Cox	Holmes, Wash.	Philbin
Cravens	Hook	Phillips
Crosser	Hope	Pittenger
Cunningham	Horan	Poage
D'Alesandro	Howell	Powell
Daughton, Va.	Huber	Price, Ill.
Davis	Hull	Priest
De Lacy	Izac	Quinn, N. Y.
DeLaney	Jackson	Rabaut
James, J.	Jenkins	Rabin
DeLaney	Jennings	Ramey
John J.	Jensen	Randolph
D'Ewart	Johnson, Calif.	Rankin
Dingell	Johnson, Ill.	Rayfiel
Dirksen	Johnson, Ind.	Reed, Ill.
Dolliver	Johnson	Reed, N. Y.
Domengeaux	Luther A.	Rees, Kans.
Dondero	Lyndon B.	Resa
Douglas, Calif.	Johnson, Okla.	Richards
Douglas, Ill.	Jonkman	Riley
Drewry	Judd	Rivers
Durham	Kearney	Rizley
Earthman	Kec	Robertson, Va.
Eaton	Keefe	Robison, Ky.
Eberharter	Kefauver	Rockwell
Elliot	Kelly, Ill.	Rodgers, Pa.
Ellis	Keogh	Roe, Md.
Elsaesser	Kilday	Rogers, Fla.
Elston	King	Rogers, Mass.
Ervin	Kinzer	Rogers, N. Y.
Fallon	Kirwan	Rooney
Feighan	Klein	Rowan
Fellows	Kopplemann	Ryter
Fenton	Kunkel	Sasser
Fernandez	Landis	Savage
Flannagan	Lane	Schwabe, Okla.
Flood	Larcade	Sheppard
Fogarty	Latham	Sheridan
Folger	Lea	Short
Forand	LeCompte	Simpson, Ill.
Fuller	LeFevre	Slaughter
Fulton	Lemke	Smith, Malne
Gallagher	Lesinski	Smith, Va.
Gamble	Lewis	Smith, Wis.
Gardner	Link	Somers, N. Y.
Gary	Ludlow	Sparkman
Gavin	Lyle	Spence
Geelan	Lynch	Springer
Gerlach	McConnell	Starkey
Gillespie	McCormack	Stevenson
Gillette	McCowan	Stewart
Gillie	McDonough	Stigler
Goodwin	McGehee	Stockman
Gordon	McGlinchey	Sullivan
Gore	McKenzie	Sundstrom
Gorski	McMillan, S. C.	Talbot
Gossett	McMillen, Ill.	Talle
Graham	Madden	Tarver
Granahan	Mahon	Taylor
Granger	Maloney	Thomas, N. J.
Grant, Ala.	Manasco	Thomas, Tex.
Grant, Ind.	Mankin	Thomason
Green	Mansfield	Tibbott
Gregory	Mont	Tolan
Griffiths	Mansfield, Tex.	Torrens
Gross	Marcantonio	Towe
Gwynn, N. Y.	Martin, Iowa	Traynor
Gwynne, Iowa	Martin, Mass.	Trimble
Hagen	Mason	Vinson
Haie	Mathews	Voorhis, Calif.
Hall	May	Vorys, Ohio
Edwin Arthur	Merrow	Vursell
Hand	Michener	Wadsworth
Hare	Miller, Calif.	Walter
Harless, Ariz.	Monroney	Wasielewski
Harness, Ind.	Morgan	Weaver
Harris	Morrison	Weichel
Hart	Mundt	Welch
Hartley	Murray, Tenn.	West
Havener	Murray, Wis.	White
Hays	Neely	Whittington
Healy	Norblad	Wickersham
Hébert	O'Brien, Mich.	Wigglesworth
Hedrick	O'Hara	Wilson
Heffernan	O'Konski	Winter
Hendricks	O'Neal	Wolcott
Herter	O'Toole	Wolverton, N. J.
Heseltan	Outland	Wood
Hess	Pace	Woodruff
Hill	Patrick	Worley
Hinshaw		Zimmerman
Hobbs		

NAYS—27

Abernethy	Curtis	Mills
Andersen	Gathings	Norrell
H. Carl	Hoffman	Pickett
Buffett	Holmes, Mass.	Ploeser
Case, S. Dak.	Jones	Rich
Clevenger	Kilburn	Russell
Crawford	Miller, Nebr.	Schwabe, Mo.

Scrivner	Sumner, Ill.	Winstead
Smith, Ohio	Taber	
Stefan	Whitten	

NOT VOTING—67

Adams	Doyle	Murdock
Allen, Ill.	Dworshak	Murphy
Andrews, Ala.	Ellsworth	Norton
Arnold	Engel, Mich.	O'Brien, Ill.
Bender	Engle, Calif.	Peterson, Fla.
Bishop	Fisher	Plumley
Bolton	Gearhart	Price, Fla.
Brumbaugh	Gibson	Rains
Bunker	Gifford	Reece, Tenn.
Burgin	Hall	Robertson
Byrnes, Wls.	Leonard W.	N. Dak.
Cannon, Fla.	Halleck	Robinson, Utah
Cannon, Mo.	Hancock	Roe, N. Y.
Chapman	Henry	Sabath
Chiperfield	Jarman	Sadowski
Clippinger	Kean	Shafer
Cochran	Kelley, Pa.	Sharp
Cole, N. Y.	Kerr	Sikes
Colmer	Knutson	Simpson, Pa.
Courtney	LaFollette	Summers, Tex.
Curley	Lanham	Thom
Dawson	Luce	Wolfenden, Pa.
Doughton, N. C.	McGregor	Woodhouse

So the bill was passed.

The Clerk announced the following pairs:

Additional general pairs:

Mr. Doughton of North Carolina with Mr. Knutson.

Mr. Cochran with Mr. Bender.

Mr. Dawson with Mr. Bishop.

Mr. Lanham with Mr. Shafer.

Mr. Doyle with Mr. Wolfenden of Pennsylvania.

Mr. Bunker with Mr. Gifford.

Mrs. Woodhouse with Mr. Brumbaugh.

Mr. O'Brien of Illinois with Mr. Clippinger.

Mr. Roe of New York with Mr. Byrnes of Wisconsin.

Mr. Cannon of Florida with Mr. Adams.

Mr. Colmer with Mr. Kean.

Mr. Murdock with Mr. Allen of Illinois.

Mr. Kelley of Pennsylvania with Mr. Halleck.

Mr. Jarman with Mr. Engel of Michigan.

Mr. Thom with Mr. Leonard W. Hall.

Mr. Courtney with Mr. Ellsworth.

Mr. Peterson of Florida with Mr. Cole of New York.

Mr. Price of Florida with Mr. McGregor.

Mrs. Norton with Mrs. Luce.

Mr. Cannon of Missouri with Mr. Plumley.

Mr. Sikes with Mr. Reece of Tennessee.

Mr. Rains with Mr. Simpson of Pennsylvania.

Mr. Gibson with Mr. Dworshak.

Mr. Burgin with Mr. Chiperfield.

Mr. Sadowski with Mr. Arnold.

Mr. Robinson of Utah with Mr. August H. Andresen.

Mr. LEWIS changed his vote from "nay" to "yea."

The result of the vote was announced as above recorded.

A motion to reconsider was laid on the table.

The SPEAKER. Pursuant to the rule, the Chair lays before the House the bill (S. 1415) entitled "An act to increase the rates of compensation of officers and employees of the Federal Government," which the Clerk will report by title.

The Clerk read the title of the Senate bill.

Mr. JACKSON. Mr. Speaker, pursuant to House Resolution 576, I offer the following amendment:

Strike out all after the enacting clause and insert in lieu thereof the provisions of the bill H. R. 5939, as passed.

The Clerk read as follows:

Amendment offered by Mr. JACKSON: Strike out all after the enacting clause and insert

the provisions of the bill H. R. 5939, as passed.

The amendment was agreed to.

The Senate bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

Mr. JACKSON. Mr. Speaker, I ask unanimous consent to amend the title of the Senate bill as follows:

Insert a comma and add the following words: "and for other purposes."

The SPEAKER. Without objection, the title will be so amended.

There was no objection.

The SPEAKER. Without objection, the proceedings by which the bill H. R. 5939 was passed will be vacated and that bill laid on the table.

There was no objection.

EXTENSION OF REMARKS

Mr. RUSSELL asked and was given permission to revise and extend the remarks he made in Committee of the Whole today.

Mr. PRICE of Illinois. Mr. Speaker, I ask unanimous consent to extend my remarks in the RECORD and to include therewith editorial comment from the St. Louis (Mo.) Star-Times, April 2, 1946, on a bill which I introduced and which passed the House last Monday providing for the burial in Arlington Cemetery Memorial Amphitheater of an unknown American serviceman of World War II.

The SPEAKER. Is there objection to the request of the gentleman from Illinois?

There was no objection.

[The matter referred to appears in the Appendix.]

PERMISSION TO ADDRESS THE HOUSE

Mr. HOOK. Mr. Speaker, I ask unanimous consent to address the House for 5 minutes and to revise and extend my remarks.

The SPEAKER. Is there objection to the request of the gentleman from Michigan?

There was no objection.

THE STRIKE ON THE MICHIGAN IRON ORE RANGES

Mr. HOOK. Mr. Speaker, since February 7, 1946, thousands of miners working on the Michigan and Minnesota iron ore ranges, members of the United Steelworkers of America, have been on strike for a decent living wage.

The efforts of the mining companies operating properties on the upper Michigan peninsula on the Marquette range to break the strike reveal a condition which requires the immediate attention of the Federal Government.

Under the leadership of the powerful Cleveland-Cliffs Iron Co., a conspiracy has been perfected to break the strike which recalls the most shameful practices of the mining barons of 50 years ago. It is difficult to believe that in free America, in 1946, a group of powerful employers could so control the public authorities, could so effectively corrupt our public institutions, to break a strike.

The story begins on February 7, 1946, when thousands of iron ore miners laid down their tools to join other members

of the steelworkers' union in a strike for a wage increase.

Shortly after the commencement of the strike, and with no justification whatsoever, State troops obligingly appeared on the scene to intimidate the strikers despite the fact that no overt act of violence had occurred. This was the first step in a brutal campaign by the mining barons to break the back of the strike.

Backed by this resort to State troops, the companies engaged in a conspiracy to break the strike and commenced a back-to-work movement in violation of the National Labor Relations Act. High officials of the companies threatened employees who were members of the union or represented by it that unless they returned to work they would lose their jobs. Uniformed private police visited the employees and sought to intimidate them. The employees were falsely told that if they returned to work they would have greater seniority and other benefits than those who stuck to the union. The union was attacked as indifferent to the true needs of the workers. The companies, in letters and advertisements, encouraged and solicited members of the union to withdraw from the union. The companies further issued false statements that the union's funds were being misused and misappropriated by union officials and that the union was being run for the personal benefit of its leaders.

In a further effort to intimidate the men the companies canceled or terminated collective-bargaining agreements between them and the union, contrary to the terms of such agreements, and requested individual employees to return to work without any contract.

All of this was done and undertaken in flagrant violation of the National Labor Relations Act, passed over 10 years ago.

After coercing and intimidating the employees in every way possible, the companies then resorted to the courts. On March 19, 1946, the five mining companies who have formed a conspiracy to destroy the union on the iron-ore ranges obtained injunctions. These injunctions, I believe, are among the most sweeping ever issued by an American court. These injunctions completely disregard the constitutional rights of workers: The right of free speech, the right of free assembly. These injunctions reinstate the vicious doctrine of conspiracy. These injunctions make it clear that human rights mean nothing on the iron-ore ranges and that property rights are supreme. Contained in these injunctions is the following type of prohibition:

No group or crowds shall be permitted for the purpose of communicating with or preventing persons seeking employment or accepting employment or contracting for employment with the plaintiff. Persuasion in the presence of three or more persons congregated with the persuader is not permitted and is hereby prohibited.

This unbelievable prohibition on the rights of human beings to gather at any point or any place in order to discuss issues vital to their livelihood is the essence of fascism. This attempt to

drive underground the legitimate concerted activities of American workers is an insult to our institutions and reflects a contempt for democracy.

Also typical of the dragnet sweep of these injunctions is the following provision. The defendants are prohibited:

From picketing said mines and premises of plaintiff, the entrances thereto and exits therefrom, or from loitering, grouping, or congregating at or near any approaches or on public highways, roads, or places leading to said mines and premises or any place or places where employees of plaintiff desire to work; alight from conveyances in order to go to or leave from said mines and premises, except that defendants may have not more than six pickets not closer than 50 feet at any one time at any one of the entrances to plaintiff's mines and premises provided that said pickets conduct themselves in a peaceful and lawful manner.

Under this monstrous provision if more than six workers grouped on a road which leads to a mine they would be subject to the savage sanctions laid down in the injunctions.

The injunctions do not leave any doubt as to the penalty for violation. They place the defendants on notice: Failure to obey the sweeping prohibitions "under the penalty of \$1,000 to be levied on your lands, goods, and chattels." This is not the work of a judge; this is the work of a strikebreaker wearing the robes of a judge. This is not impartial justice; this is company justice, of the rankest sort.

These injunctions, these machine guns on paper, were issued against the union without a hearing. These injunctions were issued on the basis of unparticularized affidavits. These injunctions were issued at a time when no conceivable basis for an injunction was presented in the conduct of the strikers. These injunctions were issued without giving the union the ordinary decent American right to be heard and to defend itself.

The actions of the judges who issued this injunction bear some scrutiny by the State officials of the State of Michigan. The two so-called judges who thus purveyed company justice are Judges Bell and Runnels. It is a fundamental principle of American jurisprudence, a keystone of our legal system, that the judiciary must be disinterested. Under fascism, the institution of the biased judge who prejudged the case before it was heard was the accepted thing. Under a democratic legal system we proudly boast of a disinterested judiciary.

Who is Judge Bell? Judge Bell is a gentleman who has served the major part of his professional life as counsel for the Oliver Mining Co., the most powerful of the mining companies and a subsidiary of United States Steel and the Chicago & North Western Railway Co. Judge Bell is a gentleman whose son, Francis A. Bell, is chief counsel for four of the five mining companies which obtained injunctions. Judge Bell is a gentleman who is a stockholder in the mining companies involved in this strike and sympathetic to their point of view. Yet this same judge has the unbridled effrontery to place American workers engaged in a labor dispute with the mining companies under the lash of the most vicious injunction I have ever read. To

lovely sentimental song. She has, no doubt, unwittingly given to the Democratic Party a campaign song—one more expressive than that of 14 years ago. The background was perfect. The party leaders were adjusting their tempo and sounding their A's for the coming congressional campaign, and the lady sang "Too late to worry, too late to cry."

The President, according to the press report, turned away from his prepared text and stated:

My friends in Congress have got to make up their minds whether they are going to fight for the veterans' rights or bow to the real-estate lobby.

The report does not state whether the song inspired the speakers or the speakers inspired the song, but in any case, we commend the lady upon her timely selection.

In the brief period I have today it is my intention to further discuss the housing problem.

While discussing why the housing shortage prevails may not serve any useful purpose in expediting construction, it becomes of great importance because the same people who are responsible for the existing chaotic condition are seeking exoneration from their guilt by covering up through new legislation. This administration is on a hot seat and they want off very, very much indeed.

It is evident that the public, especially the veteran, is becoming very much perturbed and they are beginning to ask questions and are expecting explanations which to date are not forthcoming. They know that houses are built with labor, lumber, brick, and metal, and not by any hula-hula routine on the part of Federal bureaus, and they are not going to be laughed off in this instance.

The administration has invited strikes and discord between management and labor and has sponsored scarcity of civilian merchandise. When they state that wages can go up 30 percent without increasing prices, they find themselves in this situation. If they are correct in this statement, then they are guilty of criminal negligence in permitting the condition to prevail through the period of war production. If the proposal is not economically sound, they are in turn guilty of contributing to strikes, labor-management turmoil, diminishing production, and driving scarce commodities into the black market.

To say that the real-estate lobby is influencing the acts of Congress is a pure fabrication and cannot be substantiated; and to say that those who are in opposition to the Presidential proposal do not want the veteran housed, is a low bit of demagoguery that ill becomes the leadership of any political party.

There is a general feeling that the administration is dodging the issue and is shadow-boxing to cover up past mistakes. The true picture of the housing bill has not been presented in proper fashion to the public.

The veteran is in for a verbal pounding if present activities are an indication. He has the political demagogue on the one hand bidding for votes and political support, and on the other hand he has the veteran organizations bidding for membership by trying to outdo their

competitors in advocating programs which apparently have appeal for the veteran.

It has been my pleasure to know and converse with great numbers of the veterans of World War II. By and large I find them intelligent, alert, and eager to adjust themselves to the problem that confronts them. They no doubt will find the leadership they so richly deserve—a leadership that will point the way realistically and courageously to the rich rewards that this great free America holds for them. This is the type of leadership I believe they will insist upon.

It is to be hoped that men in sufficient numbers in public and private life will have the interest and courage, without selfishness or partisan bias, to counsel them frankly and honestly and help dispel the political fog that engulfs most of our problems today.

The people cannot understand why billions of feet of lumber have been exported while we are unable to buy a house pattern. Visitors from Mexico inform us that yards there are stacked sky high with American lumber. The veteran cannot understand why our Government since January 1, 1946, has shipped to France 8,111 housing units at \$885 each—units that cost our Government \$1,589. Why weren't these houses made available to the American veteran?

George Meany, secretary-treasurer of the American Federation of Labor, a few days ago assailed President Truman and two other top administration leaders for ineptitude and bureaucratic confusion in wage control in wartime and reconversion, and further he stated: "Wage regulations have been issued to a confused public at the rate of one set every 60 days, and there is no sign that this flood will subside."

What has happened to the veteran upon his return home—to use a common expression—should not happen to a dog. The millions of young Americans—most of them from 18 to 21 years of age—were taken away from their schools and from work to serve in the military forces of our country. After 2, 3 and 4 years' service, they returned to civilian life and found that this administration has failed in every particular to make any preparation for their return, even though they were continually warned by the farmer, the builders and supply men and industry and commerce in general, that Government policy as brought about by regulations through governmental bureaus, particularly the OPA, was retarding reconversion, preventing the manufacture of needed merchandise, automobiles, building materials, and so forth.

Now industrial paralysis and chaos is upon us and the administration is busy-ing around like mad in an effort to get out from under an avalanche of public indignation. Hence, they bring forth the housing bill.

The whole price picture is out of gear. The mistakes have been tragic. Unprejudiced minds advised the President in the beginning how to prevent inflation by a real wage-price control but the President punctured his control set-up so that it became a sieve with the resultant prices of today and unending wage disputes. Sound and unbiased advice was not fol-

lowed simply because the administration wanted to play political economics—wanted to get the votes of pressure groups rather than to accomplish its announced objectives. The same philosophy, the same group of New Deal manipulators are at the helm of the housing proposal. Everyone is aware of the acute housing shortage but it cannot be remedied by the wave of a magic wand.

Considering the situation today, we have the raw materials, all the manufacturing and fabricating plants, and all the labor of the building trades, and the President, through his authority under the War Powers Act, has had the power to adjust prices, allot materials, and grant priorities. Yet, after 8 months since VJ-day, we have no construction, all because of the simple fact that our managers lack the courage to approach the problems realistically.

The Price Administrator is supposed to be an expediter. His business is to promote production, but he has operated in reverse. We have controls but no butter, no shirts or pajamas; and, likewise, we have not constructed houses. There is no assurance that another expediter, providing he has ability, would be permitted to exercise good judgment.

Anyone who has experienced for the the past 4 years the necessity of going to a Government bureau for the approval of every transaction would be apprehensive about the proposed housing legislation. It is my sincere and considered opinion that the President's proposal would not build a single house. On the contrary, it would act as a deterrent to the building business because of the fact no one would have the patience or fortitude to wade through all the requirements and regulations. From the time you thought of buying a lot until the lock is on the door every act, every decision, practically every move of purchaser, builder, and seller would have to be approved by a Government agency.

Mr. Blandford, the National Housing Administrator, with a good record in Government service, was in line for the job of Housing Expediter, but it was decided that an artful political manipulator was needed, consequently they brought up the ex-mayor of Louisville, with a great record for planning and none of accomplishment—a man who had never built a house.

We should not be misguided by the publicity regarding prefabricated housing as being a new discovery. We already have prefabricating plants ready to operate but they are handicapped by the same bottlenecks—the lack of lumber and plumbing equipment.

The prefabricated housing which the Expediter seems to be impressed with and wants to provide with a guaranteed market should receive the very careful scrutiny of this Congress. If his theory prevails, hundreds of thousands of carpenters, bricklayers, plumbers, electricians, and other workmen, all of whom now earn their living building homes, would not have a job. In the meantime, thousands of other workers would have to be recruited from the already scarce ranks of labor and trained and taught new skills and new techniques to build house panels in Government factories.

It is my opinion the veteran, as well as other people, want standard construction and not glorified chicken houses. I believe the veteran would rather have a straight story than to be kidded.

Under conditions that exist today it is not possible to provide the homes we need. No amount of money appropriated by Congress can do it. Some houses will be built—not enough. The building industry is anxious to get going; an industry capable of producing a million—yes, a million and a half—homes a year. In 1925 the labor of the building trades and producers of building materials constructed the equivalent to 1,800,000 living units and if left alone they can do it again without any advice from a lawyer-politician.

Federal Employees' Pay Act of 1946

SPEECH
OF

HON. FRANK E. HOOK

OF MICHIGAN

IN THE HOUSE OF REPRESENTATIVES

Wednesday, April 3, 1946

The House in Committee of the Whole House on the State of the Union had under consideration the bill (H. R. 5939) to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes.

Mr. RANDOLPH. Mr. Chairman, I yield 5 minutes to the gentleman from Michigan [Mr. Hook].

Mr. HOOK. Mr. Chairman, I was rather interested in some of the philosophy that has been advocated by some of the conservative Members of this House. I have heard them preach the gospel of conservatism and fight communism right down the line. I am rather surprised now that some of them seem to be advocating a communistic principle. In other words, they want to bring up those from the bottom and bring down those at the top, so that everybody, regardless of ability, will be given the same wage scale.

It is rather interesting when we turn our minds back a little. If I remember correctly, the late President Roosevelt a few years ago recommended that we limit the salaries of officials to \$25,000. I am rather surprised to hear those who did not want to limit those salaries to \$25,000 now talk about limiting Federal employees to \$10,000. Oh, yes. For those in industry, no limit at all; but limit the Federal employees. How in the world are we going to get young men of ability, young men with ambition to remain in the Federal Government unless they are given an opportunity as they remain to go into higher brackets?

It was well illustrated here today with the Chief of the Bureau of Standards, who was formerly in private industry. He took a cut in salary of about \$5,000 to come down here, because of his patriotic spirit. How many young men will remain throughout their lives in the Federal service and become experts, so that we may have administrators who will bring about real economy, unless we break through the \$10,000 ceiling?

When you limit ambition you limit your opportunity to bring into the Government real men. We were talking about scientists. It might be worth while to note that the average age of our top scientists today I understand is about 29 years. Those young scientists are not going to stay in the employ of the Federal Government throughout the rest of their lives and make a career of it unless their ambition can be satisfied, and that they can at least be given an opportunity to go into the higher brackets, somewhat comparable with private industry. We are not trying to compete with private industry, because I feel certain we could not go into the higher brackets of private industry. But if we gave them a proper salary, then, with the security they get from Government service, I think they would be willing to remain.

The CHAIRMAN. The time of the gentleman from Michigan [Mr. Hook] has expired.

Straight Down the Road to Statism

EXTENSION OF REMARKS

OF

HON. HOWARD H. BUFFETT

OF NEBRASKA

IN THE HOUSE OF REPRESENTATIVES

Thursday, April 4, 1946

Mr. BUFFETT. Mr. Speaker, under leave to extend my remarks, I am including an article prepared by Mr. Rogers C. Dunn of the Dunn Survey, Greenwich, Conn.:

STRAIGHT DOWN THE ROAD TO STATISM

Commencing in 1938, the reports of this survey have dealt largely with our findings that New Deal majorities in the five national elections from 1936 through 1944 came only through the use of a pay roll, or bought vote (WPA-Federal employees). And that as long as the New Deal can hold this vote, the technique for using it as a marginal vote is such as to give uncontested control of Presidential and congressional elections. We have also emphasized that in each election the Democratic vote, excluding the pay-roll vote, was less than 40 percent of the total vote cast.

We have hammered on the relation of the pay-roll vote to elections not only because of the importance of national elections but equally because its full recognition is the necessary first step to revealing, and correcting, the far-reaching deceptions which are the foundation of New Deal power, and the cause of division and disintegration of organized opposition. In this report we touch on some of the key deceptions and results of the pay-roll vote.

FALSE MANDATES

Election majorities provided only by a pay-roll, or "bought," vote are not public endorsements of an administration's foreign, labor, farm, or any other acts and policies. This is a vital point for thought. It means that a majority of the American people have disapproved of the New Deal's program from 1936 through 1944. But leaders of the Republican Party, and others, have mistakenly accepted and promoted the idea that New Deal majorities have been public endorsements of its acts and policies.

This mistake hands the New Deal license to proceed with its program, and places democracy on a one-way street to statism.

A PHANTOM CONFLICT

Because the stewards of the Republican Party have been mistaken as to the cause of New Deal majorities, they are engaged in a conflict between those who believe the party must become "liberal" to win elections and those who believe it must stand as the conservative party. This has brought compromise, the "me, too" candidates, and left the party without character or public respect.

This is not the result of a struggle between two principles, as it may appear. It is the result of a conflict over political methods. Whether to stand and fight the New Deal, or to be expedient and coast along with the election "mandate" until the New Deal falls of its own hand.

Both liberals and conservatives appear to believe the view of the other has been tested and failed at the polls. Neither group has awakened to the fact that its view, or the view of the other, will continue to appear to be rejected at the polls, as long as a pay-roll vote provides New Deal majorities.

This is the conflict, a phantom conflict, which has reduced the Republican Party, and the two-party system of government, to little more than paper and hope.

Republican leaders have yet to face the pay-roll vote as the primary factor standing between victory or defeat at the polls. When they do, they will find that ever since 1936 a majority of the people have opposed the acts and policies of the New Deal and wishes to restore the American conception of government. They will find that they, the leaders, have unwittingly deserted their opportunity, and responsibility, to fight for the views of a majority of the American people. With this vista the Republican Party can again become a cohesive fighting organization.

PROPAGANDA

The pay-roll vote by providing a false endorsement of the acts and policies of the New Deal sets up the springboard for the New Deal propaganda machine.

Modern propaganda methods serve the purpose of controlling or distorting the appearance of public opinion on issues and topics of the day.

Renegotiation Does Not Allow Loss Carry-Back as a Cost Item

SPEECH
OF

HON. FRANCIS CASE

OF SOUTH DAKOTA

IN THE HOUSE OF REPRESENTATIVES

Wednesday, April 3, 1946

Mr. CASE of South Dakota. Mr. Speaker, during the debate on the labor legislation recently approved by the House of Representatives, several references were made to the effect of the repeal of the excess-profits law on corporations where strikes were in progress. I have repeatedly stated that I do not believe in the financing of either side in a labor dispute by the United States Treasury and because I had just as definite a part in the institution of the Renegotiation Act as I had with the labor legislation, I asked the War Contracts Price Adjustment Board whether the Renegotiation Act, as it was interpreted, would permit a carry-back of losses incurred by reason of work stoppages. I am happy to say that I now have a letter from the Chairman of the

CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE

Legislative Reports and Service Section

(For Department staff only)

Issued April 8, 1946

For actions of April 5 & 6, 1946

79th-2nd, Wcs. 61 and 62

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HIGHLIGHTS: Senate passed minimum-wage bill. Sen. Thomas, Okla., criticized Bowles order to Anderson to approve requirement for increase in cotton exchanges' margin requirements. Senate committee reported Patman housing bill providing for price control and subsidies. Sen. Thomas, Okla., asked for \$5,000 to continue food investigation. Senate unanimously confirmed nomination of Dodd as Under Secretary of Agriculture.

SENATE - April 5

1. **MINIMUM-WAGE BILL.** Passed with amendments this bill, S. 1349 (pp. 3233-8, 3230-40, 3244-67).

Agreed to the following amendments:

- By Sen. Bushfield, S. Dak., to specifically exempt employees within the area of production engaged in handling, packing, storing, ginning, pasteurizing, drying, preparing in their raw or natural state, or canning agricultural or horticultural commodities for market, or in making cheese or butter or other dairy products (pp. 3230-1).
- By Sen. Wiley, Wis., to provide that "area of production" shall be defined by the Secretary of Agriculture rather than the Wage-Hour Administrator (pp. 3231-40).
- By Sen. Capehart, Ind., (41-27) to increase the minimum wage from 60 to 65 cents (pp. 3244-7).
- By Sens. Ellender and Ball (except as modified by the above amendments), a compromise on various provisions of the bill (p. 3247).

Rejected the following amendments:

- By Sen. Wiley, to permit the President to reduce the minimum-wage levels in emergencies (p. 3247).
- By Sen. Taylor, Idaho, to include farm labor under the bill (p. 3256).

Sen. Thomas, Okla., criticized a recent order from the Economic Stabilization Director to the Secretary of Agriculture requiring the Secretary to approve an order for the cotton exchanges to increase their margin requirements (pp. 3256-67).

2. HOUSING. The Banking and Currency Committee reported with amendments H. R. 4761 the Patman housing bill, which provides for price control and subsidies (S. Rept. 1130) (p. 3222). This bill was made the unfinished business April 6 (p. 3324).

3. FEDERAL PAY BILL. Sens. Downey, Byrd, Langer, and Hickenlooper were appointed Senate conferees on this bill, S. 1415 (pp. 3228-30). House conferees have not yet been appointed.

4. NOMINATION. The Senate Agriculture and Forestry reported favorably the nomination of N. E. Dodd to be Under Secretary of Agriculture (p. 3268). Confirmed the nomination of Bernard M. Baruch to be U. S. representative on the U. N. Commission on Atomic Energy (p. 3268).

5. RFC REPORT for Dec. 1945 was received (p. 3222).

SENATE - April 6

6. NOMINATION. Unanimously confirmed the nomination of N. E. Dodd to be Under Secretary of Agriculture (p. 3325).

7. MINIMUM-WAGE BILL. Sen. Thomas, Okla., obtained unanimous consent for correction of the record regarding the parliamentary situation when he discussed the cotton-exchange order (p. 3301).

8. RECESSED until Mon., April 8 (p. 3325).

HOUSE - April 5

9. D. C. APPROPRIATION BILL. Passed with amendments this bill, H. R. 5990 (pp. 3270-96). For provisions of interest to the Department see Digest 60. During the debate, Rep. Hoffman, Mich., criticized OPA and CPA regulations as hindering full production of housing (pp. 3279-82). Rep. Wickersham, Okla., criticized OPA regulations on meats and eggs (pp. A3288-9).

10. CIVIL SERVICE. Both Houses received from the President the 62nd annual report of the Civil Service Commission, fiscal year 1945 (pp. 3222, 3296).

11. RECLAMATION. The Rules Committee reported a resolution for the consideration of H. R. 5674, to amend the laws authorizing the performance of necessary protection work between the Yuma project and the Boulder Dam by the Bureau of Reclamation (p. 3299).

12. FORESTRY. The Public Lands Committee reported without amendment, H. R. 2854, to add certain public and other lands to the Shasta National Forest, Calif. (H. Rept. 1876) (p. 3299).

13. LEGISLATIVE PROGRAM. Majority Leader McCormack announced the program for this week as follows: Mon. and Tues., a bill to establish an office of Under Secretary of Labor and three assistants, and the revised Coolidge farm-credit bill; Wed. and Thurs., the State, Justice, and Commerce appropriation bill; Fri. and Sat., a bill to extend the Selective Service Act; and if it can be worked in during the week, the Philippine rehabilitation bill (pp. 3284-5).

14. ADJOURNED until Mon., Apr. 8 (p. 3299).

BILLS INTRODUCED

APRIL 5, 1946.

15. FOOD INVESTIGATION. S. Res. 250, by Sen. Thomas, Okla., to authorize an additional \$5,000 for the Agriculture and Forestry Committee to investigate food production and consumption. To Audit and Control of Contingent Expenses Committee. (pp. 3222-3). Remarks of author (pp. 3222-3).
16. SURPLUS PROPERTY. S. 2030, by Sen. Butler, Nebr., to amend the Surplus Property Act, 1944, so as to provide for the return of surplus motor vehicles to the U. S. for the purpose of resale. To Military Affairs Committee. (p. 3223).
H. R. 6021, by Rep. Canfield, N. J., H. R. 6025, by Rep. Trice, Ill., and H. R. 6027, by Rep. Talle, Iowa, to give veterans first priority in the sale or transfer of surplus property under the Surplus Property Act, 1944. To Expenditures in Executive Departments Committee. (p. 3299).
17. PUBLIC LANDS. S. 2032, by Sen. Murdock, Utah, to provide for the establishment of a reservoir on Bear River, Utah, for the maintenance of water levels in the Bear River Migratory Bird Refuge. To Public Lands and Surveys Committee. (p. 3223).
18. CONGRESSIONAL REORGANIZATION. S. Res. 249, by Sen. LaFollette, Wis., for himself and Sens. Thomas, Utah, Pepper, Fla., Russell, Ga., White, Maine, and Brooks, Ill., to provide for a special committee composed of six Senators who are members of the Joint Committee on the Organization of Congress to receive and consider all proposed legislation and other matters relating to the reorganization of the legislative branch of the Government. (p. 3223.)
19. PUBLIC LANDS. H. R. 6017, by Rep. Barrett, Wyo., granting to the State of Wyo. certain public lands in such State for the use and benefit of the University of Wyo. To Public Lands Committee. (p. 3299.) Remarks of author (p. A2048-9).
20. WATER POLLUTION. H. R. 6024, by Rep. Mansfield, Tex., relating to the prevention and control of water pollution. To Rivers and Harbors Committee. (p. 3299.)
21. POSTAL SERVICE. H. R. 6028, by Rep. Boren, Okla., to authorize the establishment of air-mail service for mail matter other than that of the first class and the fixing of rates of postage, limit of weight, size, and other conditions applicable thereto. To Post Office and Post Roads Committee. (p. 3299.)
22. GRAIN. H. J. Res. 337, by Rep. Smith, Va., to prohibit the use of grain during the shortage of supply for the manufacture of alcoholic beverages. To Agriculture Committee. (p. 3299.)
23. COTTON-MARKETING QUOTAS. H. J. Res. 336, relating to cotton-marketing quotas under the AAAct of 1938. To Agriculture Committee. (p. 3299.)

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24. WOOL. S. 2033, by Sen. O'Mahoney, Wyo., to provide support for wool, to amend the Agricultural Marketing Agreement Act of 1937, by including wool as a commodity to which orders under such act are applicable, to authorize the Secretary to fix wool standards. To Special Committee to Investigate Production, Transportation, and Marketing of Wool. (pp. 3302-3) Remarks of author (pp. 3302-3).
25. RECLAMATION. S. 2034, by Sen. McFarland, Ariz., to amend the laws authorizing the performance of necessary protection work between the Yuma project and the Boulder Dam by the Bureau of Reclamation. To Irrigation & Reclamation Com. (p. 3302).

26. PRICE CONTROL; SUBSIDIES. S. 2028, (see Digest 60) extends until June 30, 1947 the Emergency Price Control and Stabilization Acts of 1942, and authorizes CCC subsidies for the fiscal year 1947: non crop programs, including the feed-wheat program \$50,000,000, 1946 crop program operations \$160,000,000, and dairy production payment program \$515,000,000; and RFC subsidies: rubber produced in Latin America and Africa \$31,000,000, meat \$715,000,000, flour \$260,000,000, and other domestic and imported materials or commodities \$170,000,000.

ITEMS IN APPENDIX

April 5

27. PERSONNEL. Speech in the House by Rep. Dirksen, Ill., discussing reductions in the Federal payroll under H. R. 5939 (p. A2046).
Extension of remarks of Rep. Robsion, Ky., pointing out the three proposal before the House for consideration on H. R. 5939, the Federal Pay Act (p. A2065).
28. TRANSPORTATION. Speech in the House by Rep. Rankin, Miss., favoring the development of the Tennessee-Tombigbee inland waterway on the Mississippi River (pp. A2046-7).
29. INFLATION. Rep. Rich, Pa., inserted Dr. Dan W. Gilbert's National Republic article criticizing "Bureaucratic control" as a promoter of inflation (pp. A2052-3).
30. PRICE CONTROL. Sen. Brooks, Ill., inserted a series of Chicago Herald-American editorials criticizing Chester Bowles' stabilization policies (pp. A2053-4).
31. FOREIGN RELIEF. Rep. Douglas, Ill., inserted Pope Pius' broadcast on ways to avert widespread famine (pp. A2059-60).
Rep. Wasielewski, Wis., inserted a Milwaukee Journal editorial discussing the food situation in Poland (p. A2062).
32. GRAIN. Extension of remarks of Rep. Fuller, N.Y., explaining his bill H.R. 5893 to prohibit the exportation of grain to nations manufacturing alcoholic beverages from agricultural products (p. A2066).
33. SURPLUS PROPERTY. Extension of remarks of Rep. Springer, Ind., criticizing the disposition of surplus property to veterans and including a Washington Post article on the subject (pp. A2066-7).

April 6

34. PRICE CONTROL. Sen. Bridges M.H., inserted a New York Times' editorial outlining amendments to the Price Control Act that Congress should consider (p. A2071).
Sen. Brooks, Ill., inserted a series of Chicago Herald-American editorials criticizing Chester Bowles' stabilization administration and policies (pp. A2071-2).
Sen. Bilbo, Miss., inserted Mr. Thurman Sensing's (Southern States Industrial Council) article opposing the continuance of OPA (pp. A2072-3).
35. HOUSING. Rep. Patman, Tex., inserted a New York Herald Tribune editorial urging passage of housing legislation with subsidy and price ceiling provisions (p. A2073).

COMMITTEE-HEARINGS ANNOUNCEMENTS for Apr. 8: S. Military Affairs, draft extension; S. Interstate Commerce, Bulwinkle transportation bill; S. Public Buildings, FWA buildings authority; S. Appropriations, second deficiency bill (ex.); S. Atomic Energy; H. Agriculture, cotton; H. Flood Control, flood control bill; H. Ways and Means, social security; H. Irrigation and Reclamation, sale of electric power.

Mr. TUNNELL. I believe that the Senator is, in the main, correct in what he has said. However, I believe, perhaps, that a statement which was made yesterday by the Senator from Ohio [Mr. TAFT] with regard to the understanding to which reference has been made might well be considered. On page 3178 of the CONGRESSIONAL RECORD the Senator from Ohio made the following statement:

There was no understanding with regard to the parity amendment except that the whole matter was contingent upon the amendment being rejected. It was assumed that if the amendment were agreed to the bill would be dead in any event. There was no agreement with regard to the amendment. The agreement which was entered into related to provision for a rate of 60 cents an hour in the event the parity amendment was eliminated.

Mr. President, I wish to propound a question to the Senator from New Mexico. The Senator has offered an amendment to a section of the bill which would be stricken out by the Ellender-Ball amendment. If the Ellender-Ball amendment is adopted there will be no words in the bill affecting commerce?

I merely wish to make it plain that there apparently was no understanding with regard to the parity amendment except that as the Senator from Ohio stated, the whole subject was contingent upon the rejection of the amendment.

Mr. ELLENDER. Mr. President, inasmuch as the amendment has been the cause of most of our difficulty, before the committee, in not agreeing to a reasonable bill. I am hopeful that the Senate will vote it down.

The PRESIDENT pro tempore. The question is on agreeing to the amendment of the Senator from New Mexico [Mr. HATCH] as amended to the Ellender-Ball amendment as amended.

Mr. HATCH. Mr. President, before a vote is taken on the amendment I think a quorum should be present. I therefore suggest the absence of a quorum.

Mr. WHERRY. Mr. President, have the yeas and nays been ordered on this question?

The PRESIDENT pro tempore. They have been.

Mr. WHERRY. Then I join with the Senator from New Mexico in the suggestion of the absence of a quorum.

The PRESIDENT pro tempore. The clerk will call the roll.

The legislative clerk called the roll, and the following Senators answered to their names:

Aiken	Hart	Myers
Austin	Hatch	O'Daniel
Ball	Hayden	O'Mahoney
Barkley	Hickenlooper	Overton
Brewster	Hoey	Reed
Briggs	Johnson, Colo.	Revercomb
Brooks	Johnston, S. C.	Russell
Buck	Knowland	Saltonstall
Bushfield	La Follette	Shipstead
Butler	Langer	Smith
Byrd	Lucas	Stanfill
Capehart	McClellan	Stewart
Capper	McFarland	Taylor
Carville	McKellar	Thomas, Okla.
Connally	McMahon	Tobey
Cordon	Magnuson	Tunnell
Donnell	Maybank	Walsh
Downey	Mead	Wheeler
Eastland	Millikin	Wherry
Ellender	Mitchell	White
Fulbright	Moore	Wiley
Gerry	Morse	Willis
Gossett	Murdock	Willson
Gurney	Murray	Young

The PRESIDENT pro tempore. Seventy-two Senators have answered to their names. A quorum is present.

The question is on agreeing to the amendment of the Senator from New Mexico [Mr. HATCH], as amended, to the Ellender-Ball amendment, as amended.

Mr. TAYLOR. Mr. President, I should like to make a few brief remarks on the pending amendment before it is acted upon. I have some figures before me which are not quite up to the minute, being figures for 1943, but at that time there were 152,100 male clerks in the United States in wholesale and retail establishments receiving under \$800 a year; and there were 146,723 male clerks receiving under \$1,200 a year, that is, between \$800 and \$1,200. At the same time the profits of the department stores had gone up 609 percent. So I think they can afford to pay the increase.

In the Senate we have talked at great length about the poor white-collar worker, who is generally unorganized, but, like the weather, while we have talked about it nobody seems to have done anything about it.

There is one other matter to which I should like to call the attention of the Senate. Here is a statement by Malcomb P. McNair, who is professor of marketing at Harvard Business School and who represents the National Retail Dry Goods Association before the committees of Congress when they have occasion to come before Congress. In a speech delivered before that organization on Thursday, January 10, of this year, he had this to say:

For the most part—

Speaking of these clerks—

these are men of ability and outstanding personnel, with excellent war records, and, frankly, I am disappointed to note how small a proportion of these men evince any interest in the field of retail distribution. Unquestionably, part of the difficulty is in the salary and wage level. Between 1940 and the middle of 1945, average weekly earnings in manufacturing industry increased 60 percent. It is highly probable that at all levels of compensation in retail distribution there will have to be a step-up in the postwar years.

Professor McNair, who represents the National Retail Dry Goods Association, made that statement.

Obviously it is impractical and practically impossible for one retailer to raise his minimum wages unless all retailers do; it places the one who raises them at a competitive disadvantage. So I think that even the retailers, from what Mr. McNair has said, would be glad to pay more if the obligation was imposed upon all of them to raise their minimum wage standards at the same time. So I hope that this group of unorganized white-collar workers will be included in the provisions of the pending minimum pay bill.

Mr. MEAD. Mr. President, with my colleague from Idaho yield to me?

Mr. TAYLOR. I am happy to yield to the Senator from New York.

Mr. MEAD. Supporting the contention of the Senator from Idaho, let me read a very brief article which appeared in the Washington Post of Friday, January 11, 1946. The heading of the article

is "Retailers see better service for consumers," and the article has this to say:

"The underpaid sales person is a thing of the past. We want to attract good people to retailing and have to pay to get them," declared Jay D. Runkle, vice president and general manager of Crowley-Milner & Co., a department store in Detroit.

So there is a realization that better pay levels are essential in this day if we are to have better service and attract and retain the people who are really necessary in this activity.

Mr. TAYLOR. I thank the Senator from New York for his valuable assistance. As he says, the retailers themselves realize the necessity of increasing the wage but it is very difficult unless some action is taken to assure that they all increase wages at the same time so that the ones who have the interest of the workers at heart are not penalized by raising wages while their competitors may not have to raise them.

The PRESIDENT pro tempore. The question is on agreeing to the amendment of the Senator from New Mexico [Mr. HATCH] as amended by the amendment of the Senator from Alabama [Mr. BANKHEAD] to the Ellender-Ball amendment, as modified.

The yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. BUTLER (after having voted in the negative). I have a general pair with the Senator from Alabama [Mr. BANKHEAD]. I thought he was in the Chamber and had voted, but apparently he did not vote on this question. Not knowing how he would vote if present, I transfer the pair to the Senator from Wyoming [Mr. ROBERTSON], and allow my vote to stand.

Mr. BARKLEY. I announce that the Senator from North Carolina [Mr. BAILEY], the Senator from Virginia [Mr. GLASS], and the Senator from West Virginia [Mr. KILGORE] are absent because of illness.

The Senator from Alabama [Mr. HILL] is absent because of a death in his family.

The Senator from Ohio [Mr. HUFFMAN] is absent because of illness in his family.

The Senator from Florida [Mr. ANDREWS], the Senator from Georgia [Mr. GEORGE], the Senator from Maryland [Mr. TYDINGS], and the Senator from New York [Mr. WAGNER] are necessarily absent.

The Senator from Florida [Mr. PEPPER] and the Senator from Utah [Mr. THOMAS] are detained on public business.

The Senator from New Mexico [Mr. CHAVEZ] and the Senator from Nevada [Mr. MCCARRAN] are absent on official business.

The Senator from Alabama [Mr. BANKHEAD], the Senator from Mississippi [Mr. BILBO], and the Senator from Maryland [Mr. RADCLIFFE] are detained on official business at various Government departments.

The Senator from Rhode Island [Mr. GREEN] and the Senator from Pennsylvania [Mr. GUFFEY] are unavoidably detained.

I wish to announce further that on this question the Senator from Utah [Mr. THOMAS] has a general pair with the Senator from New Hampshire [Mr. BRIDGES].

I also announce that on this question the Senator from New York [Mr. WAGNER] has a general pair with the Senator from Kansas [Mr. REED].

I announce further that if present and voting, the Senator from Rhode Island [Mr. GREEN] and the Senator from Pennsylvania [Mr. GUFFEY] would vote "yea."

Mr. WHERRY. The Senator from Wyoming [Mr. ROBERTSON] is absent because of illness in his family.

The Senator from Ohio [Mr. TAFT] is necessarily absent by leave of the Senate.

The Senator from New Hampshire [Mr. BRIDGES] has a general pair with the Senator from Utah [Mr. THOMAS].

The Senator from Kansas [Mr. REED] has a general pair with the Senator from New York [Mr. WAGNER].

The Senator from New Jersey [Mr. HAWKES] is detained in committee meeting.

The Senators from Michigan [Mr. VANDENBERG and Mr. FERGUSON] are unavoidably detained.

The result was announced—yeas 35, nays 36, as follows:

YEAS—35

Alken	Langer	Myers
Barkley	McClellan	O'Mahoney
Capper	McFarland	Russell
Downey	McKellar	Shipstead
Fulbright	McMahon	Stewart
Gossett	Magnuson	Taylor
Hatch	Maybank	Tobey
Hayden	Mead	Tunnell
Hoey	Mitchell	Walsh
Johnson, Colo.	Morse	Wheeler
Knowland	Murdock	Young
La Follette	Murray	

NAYS—36

Austin	Cordon	O'Daniel
Ball	Donnell	Overton
Brewster	Eastland	Revercomb
Briggs	Ellender	Saltonstall
Brooks	Gerry	Smith
Buck	Gurney	Stahfall
Bushfield	Hart	Thomas, Okla.
Butler	Hickenlooper	Wherry
Byrd	Johnston, S. C.	White
Capehart	Lucas	Wiley
Carville	Millikin	Willis
Connally	Moore	Wilson

NOT VOTING—25

Andrews	Green	Reed
Bailey	Guffey	Robertson
Bankhead	Hawkes	Taft
Bilbo	Hill	Thomas, Utah
Bridges	Huffman	Tydings
Chavez	Kilgore	Vandenberg
Ferguson	McCarran	Wagner
George	Pepper	
Glass	Radcliffe	

So Mr. HATCH's amendment, as amended by the amendment of Mr. BANKHEAD, to the Ellender-Ball amendment, as amended, was rejected.

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES

The PRESIDING OFFICER (Mr. BRIGGS in the chair) laid before the Senate the amendments of the House of Representatives to the bill S. 1415, an act to increase the rates of compensation of officers and employees of the Federal Government, which were to strike out all after the enacting clause and insert:

SHORT TITLE

SECTION 1. This act may be cited as the "Federal Employees Pay Act of 1946."

INCREASE IN CLASSIFICATION ACT PAY RATES

SEC. 2. (a) Each of the existing rates of basic compensation provided by section 13 of the Classification Act of 1923, as amended and supplemented, is hereby increased by \$400 per annum. Such augmented rates shall be considered to be the regular rates of basic compensation provided by such section.

(b) The increase in existing rates of basic compensation provided by this section shall not be construed to be an "equivalent increase" in compensation within the meaning of section 7 (b) (1) of the Classification Act of 1923, as amended.

INCREASE IN PAY RATES FOR CUSTOMS CLERKS AND IMMIGRANT INSPECTORS

SEC. 3. Each of the existing rates of basic compensation provided by the act entitled "An act to adjust the compensation of certain employees in the Customs Service," approved May 29, 1928, as amended and supplemented, and those provided by the second paragraph of section 24 of the Immigration Act of 1917, as amended and supplemented, are hereby increased by \$400 per annum. Such augmented rates shall be considered to be the regular rates of basic compensation.

INCREASE IN STATUTORY PAY RATES IN THE EXECUTIVE BRANCH NOT UNDER CLASSIFICATION ACT

SEC. 4. (a) Rates of basic compensation specifically provided by statute (including any increase therein computed in accordance with section 602 (b) of the Federal Employees Pay Act of 1945) for positions in the executive branch or the District of Columbia municipal government which are not included in section 102, as amended, of the Federal Employees Pay Act of 1945 or in the District of Columbia Teachers' Salary Act of 1945, and are not increased by any other provision of this act, are hereby increased by \$400 per annum. Such augmented rates shall be considered to be the regular rates of basic compensation.

(b) Section 102 (a) of the Federal Employees Pay Act of 1945 is amended by striking out the following: "(3) heads of departments or of independent establishments or agencies of the Federal Government, including Government-owned or controlled corporations."

(c) Notwithstanding the provisions of section 102 (b) of the Federal Employees Pay Act of 1945, subsection (a) of this section shall apply to the directors of the Tennessee Valley Authority and the Chairman of the Advisory Board of the Inland Waterways Corporation.

INCREASE IN PAY RATES IN THE LEGISLATIVE BRANCH

SEC. 5. (a) The first sentence of section 501 of the Federal Employees Pay Act of 1945 is amended by inserting before the period at the end thereof a comma and the following: "plus \$400 per annum."

(b) The second sentence of such section 501 is amended to read as follows: "The additional compensation provided by this section and section 502 shall be considered a part of the basic compensation of any such officer or employee for the purposes of the Civil Service Retirement Act of May 29, 1930, as amended."

(c) Section 502 of such act is amended to read as follows:

"ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

"SEC. 502. Each officer and employee in or under the legislative branch entitled to the benefits of section 501 of this act shall be paid additional compensation at the rate of 10 percent of the aggregate of the rate of his basic compensation and the rate of addi-

tional compensation received by him under section 501 of this act."

INCREASE IN PAY RATES IN THE JUDICIAL BRANCH

SEC. 6. (a) The first sentence of section 521 of the Federal Employees Pay Act of 1945 is amended by inserting before the period at the end thereof a comma and the following: "plus \$400 per annum."

(b) The second sentence of such section 521 is amended by inserting after "section 405 of this act" the following: "and section 2 of the Federal Employees Pay Act of 1946."

(c) Section 522 of such act is hereby repealed.

LIMITATION ON AGGREGATE RATE PAYABLE

SEC. 7. (a) Section 603 (b) of the Federal Employees Pay Act of 1945 is amended by inserting after the words "by reason of the enactment of this act" the words "or any amendment thereto."

(b) Notwithstanding any other provision of this act no officer or employee shall, by reason of the enactment of this act, be paid with respect to any pay period, basic compensation, or basic compensation plus any additional compensation provided by the Federal Employees Pay Act of 1945, as amended, at a rate in excess of \$10,000 per annum.

VESSEL EMPLOYEES

SEC. 8. (a) Section 102 (d) of the Federal Employees Pay Act of 1945 is amended to read as follows:

"(d) This act, except sections 606 and 607, shall not apply to employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, to vessel employees of the Coast and Geodetic Survey, to vessel employees of the Department of the Interior, or to vessel employees of the Panama Railroad Company."

(b) Section 606 of such act is amended to read as follows:

"VESSEL EMPLOYEES

"SEC. 606. Employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, vessel employees of the Coast and Geodetic Survey, vessel employees of the Department of the Interior, and vessel employees of the Panama Railroad Company, may be compensated in accordance with the wage practices of the maritime industry."

COMPENSATORY TIME OFF FOR IRREGULAR OR OCCASIONAL OVERTIME WORK

SEC. 9. Section 202 (a) of the Federal Employees Pay Act of 1945 is amended by striking out "48 hours" and inserting in lieu thereof "40 hours."

NIGHT PAY DIFFERENTIAL

SEC. 10. That part of section 301 of the Federal Employees Pay Act of 1945 which precedes the first proviso is amended to read as follows: "Any officer or employee to whom this title applies who is assigned to a regularly scheduled tour of duty, any part of which, including overtime, falls between the hours of 6 o'clock postmeridian and 6 o'clock antemeridian, shall, for duty between such hours, excluding periods when he is in a leave status, be paid compensation at a rate of 10 percent in excess of his rate of basic compensation for duty between other hours."

PAY FOR HOLIDAY WORK

SEC. 11. That part of the first sentence of section 302 of the Federal Employees Pay Act of 1945 which precedes the proviso is amended to read as follows: "Any officer or employee to whom this title applies who is assigned to duty on a holiday designated by Federal statute or Executive order during hours which fall within his basic administrative workweek of 40 hours shall be compensated for not to exceed 8 hours of

such duty, excluding periods when he is in a leave status, in lieu of his regular rate of basic compensation for such duty, at the rate of twice such regular rate of basic compensation, in addition to any extra compensation for night duty provided by section 301 of this act."

PAY RATES FOR GRADES 9 AND 10 OF THE CRAFTS, PROTECTIVE, AND CUSTODIAL SERVICE OF THE CLASSIFICATION ACT

SEC. 12. (a) Section 13 of the Classification Act of 1923, as amended, is hereby further amended by striking out the second paragraph relating to grade 9 of the Crafts, Protective, and Custodial Service and substituting therefor the following:

"The annual rates of compensation for positions in this grade shall be \$2,870, \$2,980, \$3,090, \$3,200, \$3,310, \$3,420, and \$3,530."

(b) Section 13 of the Classification Act of 1923, as amended, is hereby further amended by striking out the second paragraph relating to grade 10 of the Crafts, Protective, and Custodial Service and substituting therefor the following:

"The annual rates of compensation for positions in this grade shall be \$3,200, \$3,310, \$3,420, \$3,530, \$3,640, \$3,750, and \$3,860."

(c) With respect to grades 9 and 10 of the Crafts, Protective, and Custodial Service, the increase in rates of basic compensation provided by section 2 of this act shall be computed on the rates of basic compensation established for such grades, as amended by subsections (a) and (b) of this section.

GENERAL ACCOUNTING OFFICE

SEC. 13. This act and any other general legislation, heretofore or hereafter enacted governing the employment, compensation, emoluments, and status of officers and employees of the United States shall apply to officers and employees of the General Accounting Office in the same manner and to the same extent as if such officers and employees were in or under the executive branch of the Government.

APPROPRIATIONS AUTHORIZED

SEC. 14. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this act: *Provided*, That with the exception of the Veterans' Administration, no greater amount shall be appropriated to any executive department or agency for salaries for the fiscal year 1947 than the amount made available for such purpose for the fiscal year 1946.

EFFECTIVE DATE

SEC. 15. This act shall take effect on July 1, 1946.

Amend the title so as to read: "An act to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes."

Mr. DOWNEY. Mr. President, I ask unanimous consent that the bill just laid before the Senate—S. 1415—be printed showing the House amendments.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. DOWNEY. Mr. President, I now move that the Senate disagree to the amendments of the House, request a conference with the House on the disagreeing votes of the two Houses thereon, and that the Chair appoint the conferees on the part of the Senate.

The PRESIDING OFFICER. Without objection, the motion of the Senator from California is agreed to. The conferees will be announced later.

Mr. DOWNEY subsequently said: Mr. President, a few moments ago when the present occupant of the chair was not in the chair, the Senate, by unanimous consent, disagreed to the amendment of the

House of Representatives to the Federal pay bill, and instructed the appointment of conferees. I suggest, if it is agreeable, that the Chair might now appoint the conferees.

The PRESIDENT pro tempore. The Chair appoints the following conferees: The Senator from California [Mr. DOWNEY], the Senator from Virginia [Mr. BYRD], the Senator from North Dakota [Mr. LANGER], and the Senator from Iowa [Mr. HICKENLOOPER].

Mr. MEAD. Mr. President, a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. MEAD. I desire to ask the distinguished Senator from California if it is customary to appoint an even number of conferees representing both parties. Is that the practice?

Mr. DOWNEY. I do not think it is the usual practice, but this arrangement was worked out. Does the Senator have any particular objection to it?

Mr. MEAD. Only that of course I was interested in the civil service employees' pay bill.

Mr. DOWNEY. The distinguished Presiding Officer said that he preferred not to act, but, doubtless, if the Senator desires to make a point of it, the Presiding Officer might be prevailed upon to become a member of the conference.

Mr. MEAD. It occurs to me that in the past when we have appointed conferees the committee has had one member of the majority in excess of the number representing the minority party. If the distinguished Senator wants my assistance and cooperation, I shall be very glad to join the committee in this very meritorious enterprise.

Mr. DOWNEY. I may say to the distinguished Senator from New York that his views being closer to mine than the views of other Senators, I should be happy to have him there on the committee, but unfortunately he is not the senior member. Two other members, the Senator from Tennessee [Mr. MCKELLAR] and the Senator from Georgia [Mr. GEORGE] have greater seniority on the committee than does the Senator from New York. This arrangement was worked out, I may say to the Senator, for this reason: We believed that it gives to both sides, having different viewpoints on the Federal pay bill, equal representation.

It is true, of course, that the Senate voted 2 to 1 in favor of the Byrd amendment which, of course, was not acceptable to the chairman of the committee, but this arrangement was worked out so as to give to both sides, regardless of their particular partisan position, representation on the committee. I do not believe, from the viewpoint of the distinguished Senator from New York, that anything would be gained by enlarging the committee to five.

Mr. MEAD. Mr. President, will the Senator from California yield?

Mr. DOWNEY. I yield.

Mr. MEAD. I was of the opinion that when two were appointed from the majority side it might be difficult to get a third member. The Senator pointed that out himself, and he alluded to the President pro tempore, who is a member

of the Committee on Civil Service, as not wishing to become a member of the conference committee, and I thought that I would volunteer my services, if the able chairman of the Committee on Civil Service thought he could use me.

Mr. AIKEN. Mr. President, I should like to say a word, as a member of the Committee on Civil Service. It appears to me that an odd number on a conference committee would be more likely to reach an agreement with conferees from the other House than an even number, particularly if it is known that the members of the even-numbered committee were evenly divided for and against certain propositions.

I hope the President pro tempore will see fit to appoint an odd number on this committee. I realize I am not in position to say much about the bill, because I was home ill at the time it was voted upon. Otherwise, I should have opposed the Senate version of the Federal pay bill, which cut the increase to only 11 percent. Since then, however, hundreds of thousands of employees of industries throughout the United States have gone out on strike and have received an 18½-cent increase in pay. Therefore, I do not think the conferees on the part of the Senate should be bound by the action of the Senate, which was taken last October. None of these industrial employees had received an increase at the time the Senate voted an 11-percent increase, but industry generally is to pay the 18½-cent increase, and it appears to me the matter could be worked out better with a committee of an uneven number. I hope the President pro tempore, now presiding, will appoint a fifth member on the conference committee.

The PRESIDENT pro tempore. The committee was worked out, as is done in all cases, by the chairman of the committee which was in charge of the bill, in this case the Civil Service Committee, in cooperation with the opponents of the bill. While the present Presiding Officer is a member of the Committee on Civil Service, he did not hear the testimony. The Chair is very much in favor of an increase in salaries, but the Chair did not hear the testimony on this particular measure, and did not think he should be a member of the conference committee.

For these reasons the Chair appointed the committee as the list was handed to him by the chairman of the Committee on Civil Service, who said it had been agreed upon by those who were interested in the matter. If there shall be any trouble in the future, if the committee shall be evenly divided and so reports to the Senate, the Senate will have an opportunity to change the committee at any time.

Mr. AIKEN. If I may say one more word in explanation, I am perfectly willing to give up any seniority right I might have as a member of the Committee on Civil Service so that the Senator from Iowa [Mr. HICKENLOOPER] may become a member of the conference committee. I still think, however, it should be an odd-numbered committee, and if our very

able Presiding Officer, the Senator from Tennessee [Mr. McKELLAR], who is also a member of the Committee on Civil Service, is unable himself to serve on the conference committee, it would appear that the Senator from New York [Mr. MEAD] would be the next in line on the Democratic side of the committee according to the rule of seniority.

I hope the Senator from Maine and the Senator from California, who talked to me this morning about the matter, will agree to five members on the committee. I think that is the only fair thing to do in the interest of two or three million employees of the United States.

TOLL BRIDGE ACROSS THE MISSOURI RIVER NEAR DECATUR, NEBR.

The PRESIDING OFFICER (Mr. STEWART in the chair) laid before the Senate the amendments of the House of Representatives to the bill (S. 1425) to revive and reenact the act entitled "An act to authorize the county of Burt, State of Nebraska, to construct, maintain, and operate a toll bridge across the Missouri River at or near Decatur, Nebr.," approved June 8, 1940, which were, after line 10, to insert:

Sec. 2. No toll or other charge shall be levied against any employee, civil or military, or any vehicle or conveyance, of the United State Government for the use of such bridge in the performance of official duties.

And in line 11, strike out "2" and insert "3."

Mr. BUTLER. I move that the Senate concur in the amendments of the House.

The motion was agreed to.

AMENDMENT OF FAIR LABOR STANDARDS ACT

The Senate resumed consideration of the bill (S. 1349) to provide for the amendment of the Fair Labor Standards Act of 1938, and for other purposes.

Mr. BUSHFIELD. Mr. President, the present law passed in the Seventy-fifth Congress contains a provision which deals with what is known as the area of production. That provision was omitted from the pending bill. I send to the desk an amendment covering the subject of the area of production, and ask that it be stated.

The PRESIDING OFFICER. The amendment will be received and will lie on the table. There is an amendment by the Senator from New Mexico [Mr. HATCH] pending at the moment. The amendment offered by the Senator from South Dakota will be stated for the information of the Senate, if the Senator desires.

Mr. BUSHFIELD. Yes, I do.

The PRESIDING OFFICER. The amendment offered by the Senator from South Dakota, which is on the table, will be stated for the information of the Senate.

The LEGISLATIVE CLERK. On page 12, line 7, it is proposed to insert the following:

(9) To any individual employed within the area of production (as defined by the administrator) engaged in the handling, packing, storing, ginning, pasteurizing, drying, preparing in their raw or natural state, or canning of agricultural or horticultural

commodities for market, or in making cheese or butter or other dairy products.

Mr. BUSHFIELD. Mr. President, if it is in order, I ask for the yeas and nays on the amendment which I have offered.

The PRESIDING OFFICER. The question now is on agreeing to the amendment of the Senator from New Mexico [Mr. HATCH] to the committee amendment, on page 16, line 19. This amendment was offered yesterday, and takes precedence over the amendment of the Senator from South Dakota. His amendment can be called up later.

Mr. HATCH. Mr. President, the amendment which is now the business before the Senate is an amendment which I offered yesterday to the committee amendment. Even if that amendment should be adopted, it is now apparent, from the tone of the Senate, that the Ellender-Ball amendment will be adopted, which would automatically dispose of the amendment now pending, even though it should be adopted. I see no good purpose in further complicating an already complicated situation. However, I wish to make this observation as to the amendment which was just defeated by the small margin of one vote: The closeness of that vote clearly indicates to my mind that the subject of the amendment should be further considered. Either it should be considered by separate legislation, which might be referred to the Committee on Education and Labor, where full hearings could be held and action could be taken, or, if this measure goes to the House of Representatives, that body might well look upon the close vote which has just been had, and consider the subject in the hope, from my standpoint, that the House of Representatives will deal with it adequately and as I think it should be dealt with. However, I see no purpose to be served now in voting on the pending amendment. Therefore I withdraw it.

The PRESIDING OFFICER. The amendment of the Senator from New Mexico having been withdrawn, the question now is on agreeing to the amendment offered by the Senator from South Dakota [Mr. BUSHFIELD].

Mr. BUSHFIELD. I ask for the yeas and nays.

Mr. HAYDEN. Mr. President, I do not quite understand the pending amendment. My understanding is that the Ellender-Ball amendment leaves the existing law, so far as inclusions or exemptions are concerned, exactly as it was. If that be the case, then the pending amendment is unnecessary. I should like to have the question clear in my mind. I am not in favor of the amendment just offered, because I think it would be a mistake to do what it proposes. It includes in the "area of production" scheme workers in packing sheds and workers in canneries. To my mind they are clearly industrial labor and not agricultural labor. It has to do with manufacturing—what we call the "first processing." It is all connected with the "area of production."

Is the Senator sure that his amendment is necessary?

Mr. BUSHFIELD. In view of what has been said about the Ellender-Ball proposal, I am not sure. However, I am

looking directly toward the small elevators in my State, usually one-man affairs. They are for the purpose of serving the farm people in my State. Employees of such elevators work at all hours, and without any regard to the number of hours.

Mr. HAYDEN. I do not understand that they are now covered, or that there is any proposal to cover them.

Mr. AIKEN. Mr. President, will the Senator yield?

Mr. HAYDEN. I yield.

Mr. AIKEN. As I understand, if the Ellender-Ball substitute is agreed to, the amendment of the Senator from South Dakota will be unnecessary. However, in order to eliminate the "area of production" theory from the present law, it would be necessary to offer an amendment to the Ellender-Ball substitute.

Mr. HAYDEN. That is the way I understand it.

Mr. LA FOLLETTE rose.

Mr. AIKEN. Perhaps the Senator from Wisconsin can advise us on this question. I believe I am correct in stating that the amendment of the Senator from South Dakota is now unnecessary to accomplish the purpose which he seeks, assuming that the Ellender-Ball amendment is substituted for the committee amendment.

Mr. LA FOLLETTE. Mr. President, will the Senator yield?

Mr. HAYDEN. I yield.

Mr. LA FOLLETTE. It is my understanding that the Ellender-Ball substitute does not change existing law in any respect whatsoever so far as exemptions or exclusions are concerned. I will ask the Senator from Delaware [Mr. TUNNELL] to correct me if I am in error. I believe that the representatives of the small elevators who appeared at the hearings were opposed to the bill which was then pending before the committee, which proposed to eliminate a number of exemptions in existing law, and which would have brought small elevators under the terms of the act had the bill then pending before the subcommittee for hearing been ultimately enacted into law.

Mr. BUSHFIELD. Mr. President, will the Senator yield?

Mr. HAYDEN. I yield.

Mr. BUSHFIELD. It is my understanding that the "area of production" clause in the existing law would be eliminated by the pending bill.

Mr. LA FOLLETTE. Not by the Ellender-Ball substitute. The Ellender-Ball substitute does not propose to make any changes whatsoever in any of the provisions of existing law. It has to do with exemptions. But the committee bill did propose, both through rewriting the existing so-called agricultural exemptions, and also by bringing in the concept of "affecting commerce," widely to extend the coverage of the Fair Labor Standards Act.

Mr. RUSSELL. Mr. President, will the Senator yield?

Mr. HAYDEN. I yield.

Mr. RUSSELL. I agree with the interpretation of the Senator from Wisconsin. In the event the Senate adopts the so-called Ellender-Ball amendment, as amended, this amendment will not be

Appendix

Social Security and the Responsibility of Congress

EXTENSION OF REMARKS

OF

HON. PAT CANNON

OF FLORIDA

IN THE HOUSE OF REPRESENTATIVES

Friday, April 5, 1946

Mr. CANNON of Florida. Mr. Speaker, under leave to extend my remarks in the RECORD, I include the following statement made by me before the Committee on Ways and Means:

STATEMENT OF CONGRESSMAN PAT CANNON OF THE FOURTH FLORIDA DISTRICT, BEFORE THE COMMITTEE ON WAYS AND MEANS OF THE HOUSE OF REPRESENTATIVES, WASHINGTON, D. C., MARCH 1946, IN SUPPORT OF H. R. 2229 AND H. R. 2230

SOCIAL SECURITY AND THE RESPONSIBILITY OF CONGRESS

Mr. Chairman, it seems that every period presents serious problems for us to solve. The current moment has a way of making current issues appear the most important. Somehow, I have a feeling that this time, in these critical days we are now living through, we are up against the real thing. We must make some hard decisions. We cannot afford a mistake. We cannot permit ourselves to drift. We must set our course in the direction to insure our national safety.

National leadership now, very definitely, lies with Congress. We are accountable to the people we represent to lead them out of the present confusion and bewilderment to the solid ground of certainty and confidence.

This is neither the time nor place to talk about external dangers except as they bear upon the need for internal strength. The best defense against the bewildering array of international issues is to make this Nation strong and united. During the war we were just that. We know now that adjustments to peacetime activity require even greater unity and greater strength. I am not talking about military might. We can marshal that when necessary. The basic requirement for national strength is a well adjusted, productive economy in which all of the forces of free enterprise are working as a team. American mass production won the war. If we can carry our activities forward on the same scale, and sustain them at an expanding tempo, we will develop the internal strength to give us a preponderant voice in adjustments to bring world stability. We cannot permit weakness at any point in our economic structure.

For this reason I am convinced that the enactment of H. R. 2229 and H. R. 2230 is a No. 1 must in our domestic program. Assurance of continuing mass markets is essential to our mass output. At almost regular intervals in the past our economy has faltered under the weight of depression because large groups of consumers could not buy the products which were intended for them. Warehouses were filled, factories became idle, farmers were paid for leaving land unused—all because of a fatal defect in our economic organization. How can we ever expect our free enterprise mass economy to

function with a smoothness which has now become necessary unless there is sustained mass demand for the mass production? We have struggled through previous periods when the bottom dropped out of consumer markets. I submit that we cannot afford that risk any longer.

The large group in this country who will logically become the agents to sustain consumer markets are the old folks. I am honored to propose that they shall receive retirement payments in partial recompense for 40 years of labor which have gone into the enrichment of this Nation. But, gentlemen of this committee, you see from my preceding remarks that retirement payments will serve a much larger purpose than equity for retired workers, although this result in itself is enough reason for favorable action on these bills. Above all else, the enactment of H. R. 2229-H. R. 2230 will fortify our Nation against all contingencies. We will still have plenty of problems to meet, both domestic and international, but on the solid foundation of a stable, expanding free enterprise economy we need have no fear of failure to find solutions.

The members of this Committee on Ways and Means are specialists in the field of taxation. My remarks on this phase of our subject will be limited to certain general points which I believe need emphasis. It is proposed in the bills that the revenue required for the annuities shall be derived from a gross income tax. As income is received, a small fraction—3 percent is proposed—will be diverted to the annuitants and will return immediately to merchants and producers. It will be a part of the perpetual flow of national income, and rather than subtracting from national income and production, will increase the size of the stream.

This tax will be in the nature of a productive expense. No businessman hesitates to divert his income into uses which will increase his income. The use to which a tax is put determines its desirability. When the people can see favorable results, they do not object to a tax. The best illustration is the tax on gasoline. In my State of Florida I pay 7 cents per gallon which represents 28 percent of the receipts of the gasoline dealer. Yet I do not object. Why? Because I know that if Florida did not have the highways built by this tax money, she would not only lack the highways but also thousands of business enterprises, industries, citrus groves, and wealth of all kinds and varieties which can be traced directly to the productive use of the gasoline levy. Moreover, these highways in Florida have reduced the cost of innumerable items I buy, including the price of my automobile. What do you think automobiles would cost if their production was limited by dirt roads? The gasoline tax increases output and reduces cost on thousands of products.

The gross income levy is similar in principle. Its favorable results, in comparison with the gasoline tax, would be multiplied many times because of its wider application.

If we had started out with the gross-income tax, we could not get along without it. Now we have the barrier of novelty in thought as asserted by your committee's technical staff on social security. Surely, you gentlemen who applaud novelty, change, technological advance in business enterprise, who are grateful that we developed atomic power first, will not permit yourselves to be de-

terred by changes in taxation when they vitally affect the public interest.

Instead of stressing the burden of taxation, can we not put emphasis upon its beneficent results? Taxes are used to improve our agriculture, to control disease, to promote public safety, to develop better relationships between employer and employees to foster equity in business dealings, and to place education within the reach of all our citizens. Our flood-control projects, reclamation and irrigation, and the development of power resources are other illustrations of tax expenditures which have enriched our country.

Now, I am proposing the use of tax revenue to accomplish the greatest economic purpose of all—the stabilization of our free-enterprise economy, which, in my opinion, is essential to its preservation. I do not believe we can continue to survive the economic losses and social wastes of depression and unemployment.

We must not allow any other form of political and economic organization to supplant the free, private-initiative, American system.

May I leave one final thought with this committee? We are agreed, I feel sure, that over-all economic planning by Government bureaus is undesirable except during the emergencies of war. According to the philosophy of our democratic institutions, the controls imposed by government are those to keep competition free. Millions of businessmen and consumers who are free to exercise their independent judgment will keep our economy in good balance if freedom of private initiative is protected and purchasing power is maintained. The complications of price, wage, and materials control, affecting tens of thousands of industries and commodities, with all their complex relationships, are beyond the power of a government group to coordinate from the top in a free economy. Some success can be attained for a time during war, when the patriotism of the people is a significant contributing factor. During peacetime, it becomes a choice between a return to free enterprise or a trend toward totalitarianism.

When I refer to freedom of enterprise, I do not mean license of enterprise. I am thinking of freedom for all our people, not a license for a few. Moreover, when I assert that the minute administration of thousands of economic controls by Government bureaus are impossible of successful realization as a practical matter, I do not eliminate the necessity of over-all economic planning by congressional committees. The Congress is responsible for policies. Policies are set with an eye on the future. We in Congress are derelict in our duty if we fail to plan for the future in the light of current trends. We try to turn back a wrong trend; we act to produce a right trend.

I believe that the Committee on Ways and Means is considered the most powerful in Congress. Why? Because this committee initiates taxation measures. In taxation you have the power to destroy and the power to build. You can prevent things from happening that will hurt us, or even destroy us. For instance, inflation is really your responsibility. If it becomes dangerous you can impose taxes to retire the public debt. In my view, you can control inflation effectively and easily while a Government bureau, at best, can be only partially successful and may interfere seriously with production.

On the other hand you can use taxes productively to establish conditions of full production, full employment, and high national income. You need high gross national income to produce adequate revenue to meet the increased expenditures of government. Moreover, you require a form of taxation which will yield a surplus to make our huge debt manageable.

I am convinced that in the gross income levy we have a tax which will insure the great objectives, which above everything else in the world, we desire to see realized. Responsibility, opportunity, and leadership lie within this committee. National stability and safety in this critical period of world confusion and domestic doubt can be insured by the Committee on Ways and Means.

Federal Employees' Pay Act of 1946

SPEECH

OF

HON. EVERETT M. DIRKSEN

OF ILLINOIS

IN THE HOUSE OF REPRESENTATIVES

Thursday, April 4, 1946

The House in Committee of the Whole House on the State of the Union had under consideration the bill (H. R. 5939) to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes.

Mr. DIRKSEN. Mr. Chairman, I have sometimes doubted the advisability of saving people. I think the proper technique in the field of salvation is to afford an opportunity for people to save themselves if they so desire. You have that opportunity now. This amendment provides that the amount of appropriation for salaries for the fiscal year 1947 when this bill becomes effective shall be no greater than the money that was appropriated in the present fiscal year, 1946, for the same purpose. The objective is quite obvious. It simply means Congress places a stamp of approval upon increases in salaries that are commensurate with those recommended by the Committee of the Whole but there is imposed upon the departments and agencies the responsibility of absorbing the increase. There is only one way in which the increase can be absorbed and that is to reduce the Federal payroll. You can apply a rule of thumb here very easily. If the amount of money involved is approximately \$400,000,000 and the average salary is about \$2,000, it will mean that 200,000 will have to be taken off the pay rolls to recapture and to absorb the amount to offset the pending increase. It is quite in line with what Mr. Baruch said to the Committee on Banking and Currency the other day in his testimony on OPA. At first blush you would think he was talking in paradoxes when he said first:

Avoid favoritism to any particular group. Take care of those between the millstones, the clerks, the Government employees, pensioners, and so forth.

Then later he says:

Cut Government costs, including Federal, State, county, and city.

That sounds like a paradox, but it is not. You can take care of these people

as we propose to do in this bill and at the same time cut Government expenses by taking the excess personnel off the pay roll. Let me illustrate what I mean. The other day on the second urgency deficiency bill, one of the Senators asked for some idea of the expenditure for propaganda information and publicity activities in the Government. You will find it recorded on page 17 of the hearings on the second urgent deficiency bill. Here are the figures: There are 23,000 people full-time on Uncle Sam's pay roll in publicity, propaganda, and promotional work. There are another 22,769 doing part-time work. Those are not my figures. Those are the figures that were submitted by Mr. Lawton of the Budget Bureau. The whole cost for 1946 for propaganda by admission of the Budget Bureau itself is \$74,829,000. That does not include military and naval personnel who have been assigned to that type of work in the War and Navy Departments. Here is a total of some 45,000 people engaged in that sort of business. It is a sample of what has happened to the Federal pay roll, which is well over 2,000,000 at the present time. The question is, When is it going to be reduced? The Byrd committee makes recommendations but they are not specific.

The Appropriations Committee, in my judgment, is not suitably staffed to develop this situation fully and make these reductions, except in piecemeal fashion and yet they must be made here. Here is a chance to find salvation without pumping another \$400,000,000 into the economic bloodstream, by taking people off of the Federal pay roll and then compensating for the increase that we vote today. That will be definitely anti-inflationary.

How much has been said and written about bureaucracy. What lamentations have resounded from this very well of the House. But like Mark Twain's observations about the weather, much has been said but little has been done. Here is a chance to do something substantial that will be salutary for the Nation.

Better Utilization of the Mississippi River by Development of the Tennessee-Tombigbee Inland Waterway

SPEECH

OF

HON. JOHN E. RANKIN

OF MISSISSIPPI

IN THE HOUSE OF REPRESENTATIVES

Thursday, April 4, 1946

Mr. RANKIN. Mr. Speaker, without attempting to be critical, I want to correct the gentleman from New York [Mr. BENNET], as to the discovery of the Mississippi River. It was not discovered by Marquette in 1673, it was discovered by Hernando de Soto in 1541. De Soto has been described as the most intrepid knight, the most daring adventurer and the greatest soldier that Spain ever sent to the New World. His name will be forever linked with the "Monarch Stream" which he discovered and be-

neath whose turbid waters his remains still rest.

I agree with what the gentleman from New York said about the Father of Waters being such a wonderful asset to the American people; but unfortunately they are denied its use to a large extent today because of the fact that the swift current on that mighty river prevents the shipment of materials upstream at anything like reasonable costs.

The Board of Army Engineers has recently made a full report on the short inland waterway connecting the Tennessee with Mobile Bay down the Tombigbee that would correct that situation.

It will be a great blessing to the people of every State in what we call the Mississippi Valley, that is every State between the Alleghenies and the Rocky Mountains, as well as a benefit to the Nation as a whole.

I want to explain in as few words as possible what this great project will mean to the people you represent.

When this Tennessee Tombigbee project came before the last Congress, you will remember it was rejected on the ground the report recommending it had not been signed by the Chief of Army Engineers. Members of both the House and Senate requested a new report.

With the aid of my friend, Representative FRANK BOYKIN, of Alabama, who serves on the Committee on Rivers and Harbors with me, and other members of the committee, we secured the passage of a resolution providing for an additional report. That new report has now come in. In it this great project is not only recommended by the Board of Army Engineers that made the investigation, but the report is also signed by the Chief of Army Engineers. It is one of the finest reports of its kind I have ever read, and I hope we can get this project through at this session of Congress. If we do it will be the greatest development of its kind.

This project would give us a slack water route connecting the Tennessee River with Mobile Bay down the Tombigbee, and complete one of the finest inland waterway systems in the world. It would take about 5 years to construct it, and would employ something like five or six thousand men during that period. When finished it really enables us to navigate the Mississippi, as well as all the other streams composing the Mississippi River system.

This new report increases the size of the locks to 110 feet by 600 feet, making them the same size as the standard locks on the Ohio, the upper Mississippi, the Missouri, and the Illinois Rivers, so that all the barges that travel on any streams in the United States may pass up and down the Tombigbee.

The Tennessee River is on a plateau about 100 feet higher than the Tombigbee where it is formed by the confluence of Brown and Mackey Creeks about 25 miles from the Tennessee.

This connection between the Tennessee and the Tombigbee was virtually out of question until the Pickwick Dam was built on the Tennessee River, raising the water level at the mouth of Yellow Creek on the Tennessee by about 55 feet, and

I wou'd gladly stay off the streets, but I can't find a house to live in and with the shortage of lumber I can't buy a barrel.

Having been wounded, the Army won't take me back because I'm not physically fit.

I shall be 21 in 1948. Can you tell me who will be running on the Republican ticket for President?

This Bill Provides \$400 Increase Per Annum Across the Board for Federal Officers and Workers With Salaries Less Than \$10,000

EXTENSION OF REMARKS
OF

HON. JOHN M. ROBSION

OF KENTUCKY

IN THE HOUSE OF REPRESENTATIVES

Friday, April 5, 1946

Mr. ROBSION of Kentucky. Mr. Speaker, on yesterday, after 2 or 3 days of debate and consideration, the House, by a vote of 337 to 27, passed H. R. 5939, providing additional compensation for approximately 1,000,000 officers and employees of the Federal Government, effective July 1, 1946.

I was present and was one of the 337 who voted for the bill.

There were three proposals before the House for consideration:

First, H. R. 5939, as reported by the Civil Service Committee of the House to the House, provided for a straight increase across the board of 18½ percent for all Federal officers and employees that now approximates 1,300,000 persons, but they will be reduced to 987,000 by July 1, 1946, and whose present basic salaries range from \$1,320 to \$10,000. If H. R. 5939 had been approved by the House then the salaries would have ranged from \$1,564.20 to \$14,142.97, except this bill would include the salaries of members of the Cabinet and would increase their salaries from \$15,000 to almost \$20,000 a year. Serious objections were offered to the original H. R. 5939 because of the small increase it would give to the lower paid Federal employees. Some of them would receive an increase of only \$244.20 over and above the salary they are now receiving, while those now receiving \$10,000 would receive an increase of \$4,142.97, and those receiving a salary of \$5,000 would receive an increase of \$1,500 over their present salary. About 60 percent of these increases would go to the employees receiving substantially small salaries, and 40 percent to those already receiving substantially large salaries. The total cost of this increase under H. R. 5939 would have been approximately \$400,000,000 annually.

I might say that these increases do not apply to the salaries of the President, Vice President, to the judges of the Federal courts, including the Supreme Court, or to Members of the House and Senate. Neither does this increase apply to the Army, Navy, Marine Corps, or to many of the civil employees of those departments of the Government.

Second, Mr. REES, of Kansas, the ranking minority member of the Civil Service Committee, offered an amendment. His amendment cut out any increase for officers and employees whose salaries now are or are in excess of \$10,000 a year, and he provided a graduated increase based on the salaries these officers and employees are now receiving. Those in the lower brackets would receive a much larger increase in proportion to those in the higher brackets. Sixty-one or more percent of those whose salaries are in the low- or moderate-income brackets would have benefited much more under the Rees amendment than they would have under the original bill, H. R. 5939, and no one could receive an increase in salary whose salary now is in excess of \$10,000.

The Rees amendment appealed to those who desired to give the greatest consideration to the Federal employees whose salaries were in the lower and moderate brackets.

Third, Mr. LYLE, of Texas, offered a substitute to the Rees amendment. His substitute provided for a straight increase across the board of \$400 per year to all persons included in this act. The persons with small salaries would receive increases of \$400 and those whose salaries are \$10,000 would receive a like sum. An amendment was offered to the Lyle amendment denying this increase of \$400 per year to those whose present salaries are \$10,000 a year or more and that amendment was accepted and the Lyle amendment, as amended, was adopted in lieu of the Rees amendment and in lieu of the original bill by a very substantial majority in the House, and the bill as finally amended was approved by a record vote of the House of 337 to 27. The amendment offered by Mr. REES of Kansas would have cost less than \$400,000,000. The Lyle amendment, as adopted, would have cost annually approximately \$400,000,000. There was very little difference in the cost to the Government between the Lyle amendment and the original H. R. 5939. The Lyle amendment would bring more benefits to the officers and employees with small or moderate incomes than they would have received under the original H. R. 5939, and, of course, those with incomes above moderate and high will receive less increase than they would have received under H. R. 5939, and the Lyle amendment also eliminates these increases to those whose present salaries are \$10,000 and above. In other words about 61 percent would be more benefited by the Lyle amendment than they would have been under the original bill, H. R. 5939, and those with incomes in the higher brackets representing about 40 percent of the persons benefited under this legislation will receive less increase under the Lyle amendment than they would have received under the original bill. In fact, under the original bill, H. R. 5939, many employees of the Government would have received a little over \$200 increase while members of the Cabinet would have received approximately \$4,000 increase.

The main purpose of this bill was to provide additional compensation on ac-

count of the increased cost of living, and an overwhelming majority of the Members of the House felt there should not exist this great difference in fixing the increases. Members of the House and Senate receive a salary of \$10,000 each per year. They must go through campaigns, and there are many other demands made on them that are not made on the appointive officers of the Government. This bill does not include any elected officers or employees in the Government, and if Members of the House and Senate can get along on \$10,000 a year salary, other officers of the executive branch of the Government should be able to do likewise. Members of the Cabinet already receive \$15,000 a year in salary. Of course, if we had plenty of money in the Treasury and our country was not facing a national debt approaching \$300,000,000,000 and other contingent liabilities running into the billions we could be much more liberal with the executive officers of the Federal Government receiving more than \$10,000 a year.

This was a very difficult bill, but I feel that the Congress worked out and adopted the very best bill that could be put through at this time. This is a very substantial increase over the bill recently passed by the Senate. While the bill was not entirely satisfactory to me, I was very glad to have an opportunity to give this bill my support and bring this substantial relief to hundreds of thousands of our Federal workers who find it difficult to meet the high cost of living in providing for themselves and their families. We passed a bill for postal workers April 2, giving postmasters, officers, and other employees in the postal service, an increase of \$400 annually across the board.

Increased Cost of Living Justifies Increase of Pay to Postmasters, Officers, and Other Employees of the Postal Service

EXTENSION OF REMARKS
OF

HON. JOHN M. ROBSION

OF KENTUCKY

IN THE HOUSE OF REPRESENTATIVES

Tuesday, April 2, 1946

Mr. ROBSION of Kentucky. Mr. Speaker, the Committee on the Post Office and Post Roads of the House, by unanimous vote, favorably reported to the House H. R. 5059, which provides for an increase of pay to postmasters, officers, and other employees of the postal service.

After full debate and consideration, the House, by a record vote, approved this bill by a vote of 368 to 1. I was very glad indeed to be present and to urge the adoption of this bill and was one of the 368 who voted for it.

This bill granted an increase of \$400 annually for each of all the postmasters, officers, and employees in the postal service whose rates of compensation are prescribed by the act entitled, "An act to reclassify the salaries of postmasters, officers, and employees of the postal service," approved July 6, 1945, except fourth-

class postmasters and those postal employees that are paid on an hourly or part-time basis. This bill grants part-time employees compensation at the rate of 20 cents an hour, and it is further provided that postmaster of the fourth class receive an additional compensation at the rate of a sum per annum equal to 20 percent of their annual basic compensation. In other words, the postal employees paid on an hourly or part-time basis and fourth-class postmasters do not receive the additional \$400 per annum but the 20 cents an hour to part-time postal employees is an increase comparable to the yearly increase received by the postmasters, officers, and other postal employees of the postal service, and likewise, the 20-percent increase in the basic pay of fourth-class postmasters is an increase comparable to the increase of other postmasters, officers, and postal employees.

This increase is made necessary because of the increased cost of living. It becomes effective as of January 1, 1946.

It is hoped that the Senate will act promptly and favorably, and that the bill will be approved by the President.

Let Us Not Send American Grain Abroad To Keep European Breweries and Dis- tilleries in Business

EXTENSION OF REMARKS

OF

HON. HADWEN C. FULLER

OF NEW YORK

IN THE HOUSE OF REPRESENTATIVES

Friday, April 5, 1946

Mr. FULLER. Mr. Speaker, there is plenty of evidence that neither the American people nor the starving peoples of Europe are getting a square deal from our exportation of American grain abroad.

For that reason I have introduced H. R. 5893, a bill to prohibit the exportation of American grain to nations which are manufacturing alcoholic beverages from agricultural products while their people are starving.

Through this legislation I hope to bring about an investigation by the Congress and the Federal Government which will determine the extent to which the alcoholic-beverage industry abroad is using agricultural products which should be used for food for starving peoples.

Mr. Speaker, there is no Member of the Congress more interested than I in seeing that the people of Europe are kept from starving, but it is not fair to them, nor to the American people, who are going without, that the alcoholic-beverage industry in those nations should continue to use grain during this crucial time.

Even if only European grain were being used to make beer and other alcoholic beverages, this would not be right, but American grain sent abroad to relieve hunger is also being used for that purpose while Americans at home take up another notch in their belts.

I call the attention of the House to reputable press reports that we have

shipped 8,000,000 pounds of malt to Holland and Holland has resumed shipment of Heinekens beer to the United States.

As a sidelight on this situation, I know the farmers of America will be interested to know that in Europe a short time ago Denmark gave France 20,000 tons of American wheat in exchange for 20,000 tons of American corn and 430,000 American dollars. While our farmers are told to cut down the feeding of their hogs so the grain may be given to starving Europe, Denmark got our corn from France in order to feed her pigs.

In my district and throughout the Nation thousands of persons in the brewing industry, many of them veterans, have been thrown out of their jobs with the sharp reduction of our grain to breweries. Yet I am told that abroad curtailment of grain to European breweries has been no greater than that to our own breweries.

I submit to the House that if a thorough investigation establishes that millions of bushels of American grain, and grain raised in starving countries, are going into beer and alcoholic beverages abroad then it is not right that we should continue to supply Europe with American grain at the expense of public health and employment. And I believe that if such an investigation is made, the results will startle the Nation.

May I repeat that I will support every worthwhile program to feed the starving peoples of the world as vigorously as possible, but I also intend to do everything I can to see that America does not suffer in health and employment so that the alcoholic beverage industry abroad can flourish.

Disposal of Surplus Government Property

EXTENSION OF REMARKS

OF

HON. RAYMOND S. SPRINGER

OF INDIANA

IN THE HOUSE OF REPRESENTATIVES

Friday, April 5, 1946

Mr. SPRINGER. Mr. Speaker, one of our big problems today is to seek a correction of the sale and disposition of the surplus property so our veterans, and our people, generally, may have some reasonable opportunity to obtain a portion of it. At the moment it appears that there are some very inequitable and unfair policies adopted respecting the disposition of this surplus property. Our veterans, our farmers, our small businessmen, and our people throughout the length and breadth of our Nation want to secure some articles, or articles of this surplus property, but it is a sad commentary to note that they are usually prevented from obtaining that which they desire when they attend these sales. There is too much red tape involved in these sales of surplus property. Many instances have been reported of the sales being made in large lots, and to authorized dealers, and this procedure has been a barrier against the rank and file of our people, and our veterans, obtaining any part or portion of this huge stock pile of surplus property. Many people want to

buy some part of this property, but they are prevented from making the purchase they desire by the multitude of rules respecting the same, and by the plans adopted and carried out at such sales. This policy is exactly opposite to the intent of Congress, as it was the clear intention of that legislative body that the sale and disposition of our surplus war property should be made so that the people of every community, including our veterans of this war, should have the fair and reasonable opportunity to purchase any part or parcel thereof they might desire.

Mr. Speaker, a very illuminating article appeared in the Washington Post, of date April 3, 1946, reflecting some of the ills pertaining to the disposition of this property, which article I herewith extend into the RECORD as a part of my own remarks, and which article I hope all may read. This article is as follows:

SIX HUNDRED VETERANS EAGER TO BUY FIND
LITTLE AT SURPLUS SALE

(By Sam Stavisky)

BALTIMORE, April 2.—Six hundred veterans converged here today eager to participate in the widely-publicized sale of \$1,500,000 worth of surplus photographic equipment.

But when they got here they found the cupboard virtually bare. The surplus stock pile had been stripped of all choice equipment, particularly cameras, by a long list of buyers with higher priorities.

The top preference group included four Army and Navy canteens, which are permitted to sell the surplus equipment to servicemen for personal use, although veterans are restricted by law to purchases for operating a business only.

Among the canteens making purchases were the Army post exchange at Bolling Field, \$1,066; Navy ship's store at West Potomac Park, \$300; and ship's service at Indian Head, Md., \$663.

At the opening of the sales "for veterans only" today, the high priority holders already had bought over \$800,000 worth of equipment, according to Paul S. Greer, sales officer of the War Assets Administration, which is disposing of the surplus.

Only around \$50,000 to \$75,000 worth of what is left over is of any value to the veterans, he said. Greer described the sales, so far as veterans are concerned, a fizzle.

This surplus sale is the first held for photographic equipment, which rates second only to motor vehicles in popularity with the veterans, according to the thousands of applications filed with War Assets. In Washington alone 600 veterans obtained certificates of eligibility to participate in this sale, and many of them were among the disappointed group of would-be purchasers here today.

The sale was advertised over the eight WAA regions east of the Mississippi, but so great was the demand that veterans showed from all over, including one who flew in from Los Angeles. The west coast veteran, Samuel A. Levine, hoped to buy enough equipment to open a camera shop in Los Angeles, but all he was permitted to buy of the limited stock was \$250 worth. His plane fare was \$128.

Dismayed by the unexpected heavy demands of high-priority holders, WAA made an attempt to warn veterans that there'd be little left for them, but with little success. Veterans poured into Baltimore yesterday and today, and more are expected tomorrow. The sale to veterans continues through Thursday. The sale itself has been well-handled and orderly.

Heaviest buyer was Veterans' Administration, which announced the \$100,000 worth of equipment will be used in its shop-retraining program for veterans' hospital patients.

79TH CONGRESS
2D SESSION

S. 1415

IN THE SENATE OF THE UNITED STATES

APRIL 5 (legislative day, MARCH 5), 1946

Ordered to be printed with the amendments of the House of Representatives

AN ACT

To increase the rates of compensation of officers and employees
of the Federal Government.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That ~~(a)~~ the first sentence of section 405 ~~(a)~~ of the Federal
4 Employees Pay Act of 1945 is amended to read as follows:
5 “Each of the existing rates of basic compensation set forth in
6 section 13 of the Classification Act of 1923, as amended,
7 except those affected by subsection ~~(b)~~ of this section, is
8 hereby increased by 36 per centum of that part thereof which
9 is not in excess of \$1,200 per annum, plus 18 per centum of
10 that part thereof which is in excess of \$1,200 per annum but

1 not in excess of \$4,600 per annum, plus 9 per centum of that
 2 part thereof which is in excess of \$4,600 per annum."

3 ~~(b)~~ ~~(1)~~ The proviso to the fifth paragraph under the
 4 heading "Crafts, Protective, and Custodial Service" in sec-
 5 tion 13 of the Classification Act of 1923, as amended, is
 6 hereby amended to read as follows: "*Provided*, That char-
 7 women working part time be paid at the rate of 88 cents an
 8 hour, and head charwomen at the rate of 93 cents an hour".

9 ~~(2)~~ Such section is amended so as to provide the fol-
 10 lowing rates of compensation for positions in the clerical-
 11 mechanical service:

12 Grade 1, 88 to 95 cents an hour.

13 Grade 2, \$1.01 to \$1.09 an hour.

14 Grade 3, \$1.17 to \$1.23 an hour.

15 Grade 4, \$1.31 to \$1.45 an hour.

16 ~~(c)~~ The increase in existing rates of basic compensation
 17 provided by this section shall not be construed to be an
 18 "equivalent increase" in compensation within the meaning
 19 of section 7 ~~(b)~~ ~~(1)~~ of the Classification Act of 1923, as
 20 amended.

21 SEC. 2. Section 602 of the Federal Employees Pay Act
 22 of 1945 is amended by inserting after the words "section
 23 405 of this Act", wherever they occur in such section, a
 24 comma and the words "as amended".

25 SEC. 3. ~~(a)~~ The first sentence of section 501 of the

1 Federal Employees Pay Act of 1945 is amended to read
2 as follows: "Except as provided in section 503, each offi-
3 cer and employee in or under the legislative branch to whom
4 this title applies shall be paid additional compensation com-
5 puted as follows: 36 per centum of that part of his rate of
6 basic compensation which is not in excess of \$1,200 per
7 annum, plus 18 per centum of that part of such rate which
8 is in excess of \$1,200 per annum but not in excess of
9 \$4,600 per annum, plus 9 per centum of that part of such
10 rate which is in excess of \$4,600 per annum."

11 (b) The first sentence of section 521 of such Act is
12 amended to read as follows: "Each officer and employee
13 in or under the judicial branch to whom this title applies
14 shall be paid additional basic compensation computed as
15 follows: 36 per centum of that part of his rate of basic
16 compensation which is not in excess of \$1,200 per annum,
17 plus 18 per centum of that part of such rate which is in
18 excess of \$1,200 per annum but not in excess of \$4,600
19 per annum, plus 9 per centum of that part of such rate
20 which is in excess of \$4,600 per annum."

21 SEC. 4. Section 603 (b) of the Federal Employees
22 Pay Act of 1945 is amended by inserting after the words
23 "by reason of the enactment of this Act" the words "or
24 any amendment thereto".

25 SEC. 5. There are hereby authorized to be appropriated

1 such sums as may be necessary to carry out the provisions
2 of this Act.

3 *SHORT TITLE*

4 *SECTION 1. This Act may be cited as the "Federal*
5 *Employees Pay Act of 1946".*

6 *INCREASE IN CLASSIFICATION ACT PAY RATES*

7 *SEC. 2. (a) Each of the existing rates of basic compen-*
8 *sation provided by section 13 of the Classification Act of*
9 *1923, as amended and supplemented, is hereby increased*
10 *by \$400 per annum. Such augmented rates shall be con-*
11 *sidered to be the regular rates of basic compensation pro-*
12 *vided by such section.*

13 *(b) The increase in existing rates of basic compensa-*
14 *tion provided by this section shall not be construed to be*
15 *an "equivalent increase" in compensation within the mean-*
16 *ing of section 7 (b) (1) of the Classification Act of 1923,*
17 *as amended.*

18 *INCREASE IN PAY RATES FOR CUSTOMS CLERKS AND*
19 *IMMIGRANT INSPECTORS*

20 *SEC. 3. Each of the existing rates of basic compen-*
21 *sation provided by the Act entitled "An Act to adjust the*
22 *compensation of certain employees in the Customs Serv-*
23 *ice", approved May 29, 1928, as amended and supple-*
24 *mented, and those provided by the second paragraph of*
25 *section 24 of the Immigration Act of 1917, as amended and*

1 supplemented, are hereby increased by \$400 per annum.
2 Such augmented rates shall be considered to be the reg-
3 ular rates of basic compensation.

4 INCREASE IN STATUTORY PAY RATES IN THE EXECUTIVE
5 BRANCH NOT UNDER CLASSIFICATION ACT

6 SEC. 4. (a) Rates of basic compensation specifically pro-
7 vided by statute (including any increase therein computed in
8 accordance with section 602 (b) of the Federal Employees
9 Pay Act of 1945) for positions in the executive branch or the
10 District of Columbia municipal government which are not
11 included in section 102, as amended, of the Federal Em-
12 ployees Pay Act of 1945 or in the District of Columbia
13 Teachers' Salary Act of 1945, and are not increased by any
14 other provision of this Act, are hereby increased by \$400
15 per annum. Such augmented rates shall be considered to
16 be the regular rates of basic compensation.

17 (b) Section 102 (a) of the Federal Employees Pay
18 Act of 1945 is amended by striking out the following: "(3)
19 heads of departments or of independent establishments or
20 agencies of the Federal Government, including Government-
21 owned or controlled corporations;".

22 (c) Notwithstanding the provisions of section 102 (b)
23 of the Federal Employees Pay Act of 1945, subsection (a)
24 of this section shall apply to the directors of the Tennessee

1 *Valley Authority and the Chairman of the Advisory Board*
2 *of the Inland Waterways Corporation.*

3 *INCREASE IN PAY RATES IN THE LEGISLATIVE BRANCH*

4 *SEC. 5. (a) The first sentence of section 501 of the*
5 *Federal Employees Pay Act of 1945 is amended by insert-*
6 *ing before the period at the end thereof a comma and the*
7 *following: "plus \$400 per annum".*

8 *(b) The second sentence of such section 501 is amended*
9 *to read as follows: "The additional compensation provided*
10 *by this section and section 502 shall be considered a part*
11 *of the basic compensation of any such officer or employee*
12 *for the purposes of the Civil Service Retirement Act of*
13 *May 29, 1930, as amended."*

14 *(c) Section 502 of such Act is amended to read as*
15 *follows:*

16 *"ADDITIONAL COMPENSATION IN LIEU OF OVERTIME*

17 *"SEC. 502. Each officer and employee in or under the*
18 *legislative branch entitled to the benefits of section 501 of*
19 *this Act shall be paid additional compensation at the rate*
20 *of 10 per centum of the aggregate of the rate of his basic*
21 *compensation and the rate of additional compensation received*
22 *by him under section 501 of this Act."*

23 *INCREASE IN PAY RATES IN THE JUDICIAL BRANCH*

24 *SEC. 6. (a) The first sentence of section 521 of the*
25 *Federal Employees Pay Act of 1945 is amended by insert-*

1 ing before the period at the end thereof a comma and
2 the following: "plus \$400 per annum".

3 (b) The second sentence of such section 521 is
4 amended by inserting after "section 405 of this Act" the
5 following: "and section 2 of the Federal Employees Pay
6 Act of 1946".

7 (c) Section 522 of such Act is hereby repealed.

8 LIMITATION ON AGGREGATE RATE PAYABLE

9 SEC. 7. (a) Section 603 (b) of the Federal Employees
10 Pay Act of 1945 is amended by inserting after the words
11 "by reason of the enactment of this Act" the words "or any
12 amendment thereto".

13 (b) Notwithstanding any other provision of this Act no
14 officer or employee shall, by reason of the enactment of this
15 Act, be paid with respect to any pay period, basic com-
16 pensation, or basic compensation plus any additional com-
17 pensation provided by the Federal Employees Pay Act of
18 1945, as amended, at a rate in excess of \$10,000 per annum.

19 VESSEL EMPLOYEES

20 SEC. 8. (a) Section 102 (d) of the Federal Employees
21 Pay Act of 1945 is amended to read as follows:

22 "(d) This Act, except sections 606 and 607, shall
23 not apply to employees of the Transportation Corps of the
24 Army of the United States on vessels operated by the United
25 States, to vessel employees of the Coast and Geodetic Sur-

vey, to vessel employees of the Department of the Interior,
or to vessel employees of the Panama Railroad Company.”

(b) Section 606 of such Act is amended to read as
follows:

“VESSEL EMPLOYEES

“SEC. 606. Employees of the Transportation Corps of
the Army of the United States on vessels operated by the
United States, vessel employees of the Coast and Geodetic
Survey, vessel employees of the Department of the In-
terior, and vessel employees of the Panama Railroad Com-
pany, may be compensated in accordance with the wage
practices of the maritime industry.”

COMPENSATORY TIME OFF FOR IRREGULAR OR OCCA-
SIONAL OVERTIME WORK

SEC. 9. Section 202 (a) of the Federal Employees Pay
Act of 1945 is amended by striking out “forty-eight hours”
and inserting in lieu thereof “forty hours”.

NIGHT PAY DIFFERENTIAL

SEC. 10. That part of section 301 of the Federal Em-
ployees Pay Act of 1945 which precedes the first proviso
is amended to read as follows: “Any officer or employee
to whom this title applies who is assigned to a regularly
scheduled tour of duty, any part of which, including over-
time, falls between the hours of 6 o'clock postmeridian and
6 o'clock antemeridian, shall, for duty between such hours,

1 *excluding periods when he is in a leave status, be paid*
 2 *compensation at a rate 10 per centum in excess of his rate*
 3 *of basic compensation for duty between other hours:”.*

4 *PAY FOR HOLIDAY WORK*

5 *SEC. 11. That part of the first sentence of section 302*
 6 *of the Federal Employees Pay Act of 1945 which precedes*
 7 *the proviso is amended to read as follows: “Any officer or*
 8 *employee to whom this title applies who is assigned to duty*
 9 *on a holiday designated by Federal statute or Executive*
 10 *order during hours which fall within his basic administrative*
 11 *workweek of forty hours shall be compensated for not to*
 12 *exceed eight hours of such duty, excluding periods when he*
 13 *is in a leave status, in lieu of his regular rate of basic com-*
 14 *ensation for such duty, at the rate of twice such regular*
 15 *rate of basic compensation, in addition to any extra com-*
 16 *ensation for night duty provided by section 301 of this*
 17 *Act:”.*

18 *PAY RATES FOR GRADES 9 AND 10 OF THE CRAFTS, PRO-* 19 *TECTIVE, AND CUSTODIAL SERVICE OF THE CLASSI-* 20 *FICATION ACT*

21 *SEC. 12. (a) Section 13 of the Classification Act of*
 22 *1923, as amended, is hereby further amended by striking*
 23 *out the second paragraph relating to grade 9 of the Crafts,*
 24 *Protective, and Custodial Service and substituting therefor*
 25 *the following:*

1 *“The annual rates of compensation for positions in this*
2 *grade shall be \$2,870, \$2,980, \$3,090, \$3,200, \$3,310,*
3 *\$3,420, and \$3,530.”*

4 *(b) Section 13 of the Classification Act of 1923, as*
5 *amended, is hereby further amended by striking out the*
6 *second paragraph relating to grade 10 of the Crafts, Protec-*
7 *tive, and Custodial Service and substituting therefor the*
8 *following:*

9 *“The annual rates of compensation for positions in this*
10 *grade shall be \$3,200, \$3,310, \$3,420, \$3,530, \$3,640,*
11 *\$3,750, and \$3,860.”*

12 *(c) With respect to grades 9 and 10 of the Crafts,*
13 *Protective, and Custodial Service, the increase in rates of*
14 *basic compensation provided by section 2 of this Act shall*
15 *be computed on the rates of basic compensation established*
16 *for such grades, as amended by subsections (a) and (b) of*
17 *this section.*

18 GENERAL ACCOUNTING OFFICE

19 *SEC. 13. This Act and any other general legislation*
20 *heretofore or hereafter enacted governing the employment,*
21 *compensation, emoluments, and status of officers and em-*
22 *ployees of the United States shall apply to officers and em-*
23 *ployees of the General Accounting Office in the same manner*
24 *and to the same extent as if such officers and employees were*
25 *in or under the executive branch of the Government.*

1 *APPROPRIATIONS AUTHORIZED*

2 *SEC. 14. There are hereby authorized to be appropriated*
3 *such sums as may be necessary to carry out the provisions*
4 *of this Act: Provided, That with the exception of the Veterans'*
5 *Administration, no greater amount shall be appropriated to*
6 *any executive department or agency for salaries for the fiscal*
7 *year 1947 than the amount made available for such purpose*
8 *for the fiscal year 1946.*

9 *EFFECTIVE DATE*

10 *SEC. 15. This Act shall take effect on July 1, 1946.*

Amend the title so as to read: "An Act to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes."

Passed the Senate December 18 (legislative day, October 29), 1945.

Attest:

LESLIE L. BIFFLE,

Secretary.

Attest:

SOUTH TRIMBLE,

Clerk.

AN ACT

To increase the rates of compensation of officers and employees of the Federal Government.

IN THE SENATE OF THE UNITED STATES

April 5 (legislative day, March 5), 1946

Ordered to be printed with the amendments of the
House of Representatives

DIGEST OF
CONGRESSIONAL PROCEEDINGS
OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
Legislative Reports and Service Section
(For Department staff only)

Issued April 9, 1946
For actions of April 8, 1946
79th-2nd, No. 63

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HIGHLIGHTS: House Rules Committee cleared new Cooley farm-credit bill. House passed and sent to President bill to provide for Under Secretary and 3 Assistant Secretaries of Labor. House sent Federal pay bill to conference. House Agriculture Committee reported revised bill to regulate marketing of economic poisons and devices. Senate passed 2nd appropriation rescission bill. Senate committee reported with amendment Wagner-Ellender-Taft housing bill. Senate debated Patman housing bill, which provides for price control and subsidies.

HOUSE

- 1. COOLEY FARM-CREDIT BILL.** The Solicitor's Office has prepared a summary of the changes made in the new Cooley bill (H. R. 5991) as compared with the previous bill (H. R. 2239). The summary is attached to this Digest.
The Rules Committee cleared this bill (pp. 3375-6).
- 2. FARM LABOR; PARITY FORMULA.** Rep. Crawford, Mich., spoke in favor of including farm labor in the parity formula (pp. 3360-1).
- 3. LABOR SECRETARIAT.** Passed without amendment S. 1298, to provide for an Under Secretary and three Assistant Secretaries of Labor (pp. 3359-64). This bill will now be sent to the President.
- 4. FEDERAL PAY BILL.** Reps. Randolph, Jackson, Miller of Calif., Rees of Kans., and Byrnes of Wis. were appointed House conferees on this bill, S. 1415 (p. 3375). Senate conferees were appointed April 5.
- 5. CONGRESSIONAL POWERS.** Rep. Scrivner, Kans., said "Congress has abdicated" and "must reassume its constitutional power" (pp. 3378-80).
- 6. SCHOOL LUNCH PROGRAM; EDUCATION.** Rep. Harless, Ariz., spoke in favor of the school lunch bill and Federal aid to education (pp. 3381-2).
- 7. PRICE CONTROL.** Rep. Hook, Mich., criticized NAM for opposing price-control continuation (pp. 3382-4).
- 8. INSECTICIDES, etc.** The Agriculture Committee reported with amendment H. R. 5645, to regulate the marketing of economic poisons and devices (H. Rept. 1887) (p. 3385).

9. 2ND APPROPRIATION RESCISSION BILL. Passed as reported this bill, H.R. 5604, which includes a rescission for emergency supplies for territories and possessions of \$3,800,000 (pp. 3351-2). Sens. McKellar, Glass, Hayden, Tydings, Russell, Brook Bridges, and Guffey were appointed conferees (p. 3352).
10. HOUSING. The Senate Banking and Currency Committee reported with amendment S. 1592, to establish a national housing policy and provide for its execution (S.Rept. 1131) (p. 3329).
.....Began debate on H. R. 4761, the Patman housing bill (pp. 3332-50). The committee had inserted provisions for price control and subsidies. During the debate. Sens. McClellan, Ark., and Barkley, Ky., discussed lumber prices and production (pp. 332-9).
.....Passed as reported H. J. Res. 328, to make additional appropriations for veterans' housing (pp. 3350-1).
11. MILK SUBSIDIES. Sen. Mead, N. Y., inserted a N. Y. Legislature resolution favoring continuation of milk subsidies (p. 3328).
12. WHEAT ORDER. Sen. Capper, Kans., inserted a Kansas Bakers Association resolution opposing the proposal to restrict delivery of flour to bakers to 75% (p. 3328).

BILLS INTRODUCED

13. CROP INSURANCE. H. R. 6038 and 6039, to amend the Federal Crop Insurance Act. To Agriculture Committee. (p. 3385.)
14. PRICE CONTROL. H. R. 6042, by Rep. Spence, Ky., to amend the Price Control and Stabilization Acts. To Banking and Currency Committee. (p. 3385.)
15. WOOL MARKETING. H. R. 6043, by Rep. Granger, Utah, to provide support for wool, to include wool under the Agricultural Marketing Agreement Act of 1937, and to authorize the Secretary of Agriculture to fix wool standards. To Agriculture Committee. (p. 3385.)
16. WOOL PRODUCTION AND IMPORTS. H. R. 6044, by Rep. Robertson, N. Dak., to increase and stabilize U. S. wool production and to further stabilize raw-wool importation. To Agriculture Committee. (p. 3385.)

ITEMS IN APPENDIX

17. PRICE CONTROL. Rep. Celler, N. Y., inserted George R. LeSavage's (National Restaurant Assn.) statement before the House Banking and Currency Committee criticizing the method of application and enforcement of OPA regulations and orders (pp. A2088-9).
Rep. Larcade, La., inserted a La. paper article blaming OPA for the output of bad milk (pp. A2112-3).
Extension of remarks of Rep. Miller, Nebr., criticizing OPA policies relating to the meat industry (pp. A2113-4).
Rep. Dolliver, Iowa, inserted Gov. Robert D. Blue's (Iowa) letter criticizing OPA's inequalities in prices paid to farmers for butterfat as destroying the butter-making industry in Iowa (p. A2119).
Extension of remarks of Rep. Buffett, Nebr., summarizing the alternatives facing Congress on the question of OPA extension (pp. A2124-5).

Mr. WALTER. Having served in the Navy for a few years, I know how reliable the scuttlebutt is that the gentleman is talking about. The fact of the matter is, I do not think that any attempt is being made to legislate for the benefit of any particular judge; at least, if that is the case, I have not heard about it.

Mr. KEEFE. I am willing to take the gentleman's word, but still the rumor persists, and I listened carefully to the remarks of my very good friend from Kentucky who indicated to me—after the amendment was defeated to reduce the years of service to 8, and then this other amendment immediately is proposed—that it is intended and designed to fit the particular affairs of some one individual who can conform today by saying that he has had 2 years of service as an aide or employee to some judge in one of these departments. I am only asking something that is fair and honest, and as a legislator I think I have a right to know, and if there is nothing in this situation that is floating around here that we are legislating to take care of some private individual that wants to be taken care of, that is one thing.

Mr. ENGEL of Michigan. Mr. Chairman will the gentleman yield?

Mr. KEEFE. I yield to the gentleman from Michigan.

Mr. ENGEL of Michigan. Perhaps the gentleman who just spoke could inform us who, if anybody, would be eligible to retirement if this bill is passed, and who the first judge is that would be retired if the bill is passed.

Mr. KEEFE. I take it that they could, but that information is not made available.

Mr. SPRINGER. Mr. Chairman, will the gentleman yield?

Mr. KEEFE. I yield to the gentleman from Indiana.

Mr. SPRINGER. During the time this bill was under consideration—and I want some of my distinguished friends and colleagues to correct me if I am in error—it was discussed in the committee that Judge Gardner was the judge, and he is now serving in Panama; that his health is bad, and he could not qualify under the general law that is now on the statute books, and this is intended to make him eligible.

Mr. KEEFE. Judge Gardner of Panama?

Mr. SPRINGER. That is what I understood.

Mr. KEEFE. Will Judge Gardner qualify under this bill if we pass the amendment?

Mr. SPRINGER. If I am incorrect, will somebody correct me?

Mr. WALTER. No.

Mr. KEEFE. Is that correct? I would like to know what the situation is. If we are passing legislation here under the guise of general legislation to help out some one judge, then it seems to me that the matter is being very badly misrepresented to the House.

The CHAIRMAN. The time of the gentleman from Wisconsin has again expired.

Mr. MURRAY of Tennessee. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.] One hundred and four Members are present; a quorum.

Mr. HARE. Mr. Chairman, I move to strike out the last two words.

Mr. Chairman, it is not my purpose to speak of the merits or demerits of the resolution before us, but as there seems to be some confusion or difference of opinion as to the retirement status of our judges in the Territories, I will endeavor to offer some clarification of the status. It is my understanding that by special action of the Congress some time ago the judges in the Territory of Hawaii were placed in the same retirement status as judges of the United States district courts. Then a few years ago, by special action of the Congress, the judge or judges in the Territory of Alaska were placed in the same retirement status as that provided for employees under the classified civil service. No special action has been taken by the Congress providing a retirement status for judges in other Territories, as the Virgin Islands, Puerto Rico, and the Canal Zone, and it is my understanding the purpose of the bill now before us undertakes to provide a similar retirement status for all of our judges in Territories, which would modify the retirement status of judges both in Alaska and Hawaii and provide a similar retirement status for the judges in the Virgin Islands, Puerto Rico, and the Canal Zone.

Mr. REES of Kansas. Mr. Chairman, will the gentleman yield?

Mr. HARE. I yield to the gentleman from Kansas.

Mr. REES of Kansas. All Federal judges serving outside the United States that do not come under any other retirement system are under the civil-service retirement system. That is correct, is it not?

Mr. HARE. No, that is not my impression.

Mr. REES of Kansas. I have just discussed the matter with the legal adviser of the retirement division of the Civil Service Commission. If I am not mistaken, under the act of 1942 any Federal judge who is not under the present retirement system comes under the civil-service retirement system, whereby he makes a contribution the same as Government employees under executive departments and under the civil-service retirement system. Therefore, all of these judges with the one exception the gentleman mentioned do come under the civil service.

Mr. HARE. If they make contributions to the retirement fund they do come under it, but if they do not they have an entirely separate status, and my understanding of this bill is to provide a similar retirement status for all.

Mr. REES of Kansas. Under this bill they just do not contribute, that is the difference.

Mr. HARE. You may be correct.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Tennessee [Mr. KEFAUVER].

The question was taken; and on a division (demanded by Mr. KEFAUVER) there were—ayes 17, noes 51.

So the amendment was rejected.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly the Committee rose; and Mr. SPARKMAN, having assumed the chair as Speaker pro tempore, Mr. FOLGER, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (S. 565) to extend the privilege of retirement to the judges of the District Court for the District of Alaska, the District Court of the United States for Puerto Rico, the District Court of the Virgin Islands, and the United States District Court for the District of the Canal Zone, pursuant to House Resolution 509, he reported the same back to the House.

The SPEAKER pro tempore. Under the rule, the previous question is ordered.

The question is on the third reading of the bill.

The bill was ordered to be read a third time and was read the third time.

The SPEAKER pro tempore. The question is on the passage of the bill.

The question was taken; and on a division (demanded by Mr. BRYSON) there were—ayes 69, noes 34.

So the bill was passed.

A motion to reconsider was laid on the table.

FEDERAL EMPLOYEES' PAY ACT OF 1946

Mr. RANDOLPH. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill S. 1415, an act to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes, with a House amendment, insist on the amendment of the House, and agree to the conference asked by the Senate.

The SPEAKER. Is there objection to the request of the gentleman from West Virginia [Mr. RANDOLPH]? [After a pause]. The Chair hears none and appoints the following conferees: Mr. RANDOLPH, Mr. JACKSON, Mr. MILLER of California, Mr. REES of Kansas, and Mr. BYRNES of Wisconsin.

FARMERS' HOME CORPORATION ACT OF 1946

Mr. BATES of Kentucky, from the Committee on Rules, submitted the following resolution (H. Res. 587) for printing in the RECORD:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 5991) to simplify and improve credit services to farmers and promote farm ownership by abolishing certain agricultural lending agencies and functions, by transferring assets to the Farmers' Home Corporation, by enlarging the powers of the Farmers' Home Corporation, by authorizing Government insurance of loans to farmers, by creating preferences for loans and insured mortgages to enable veterans to acquire farms, by providing additional specific authority and directions with respect to the liquidation of resettlement projects and rural rehabilitation projects for resettlement purposes, and for other purposes. That after general debate, which shall be confined to the bill and continue not to exceed 2 hours, to be equally divided and controlled by the chairman and ranking

minority member of the Committee on Agriculture, the bill shall be read for amendment under the 5-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

[Mr. CANNON of Missouri addressed the House. His remarks will appear hereafter in the Appendix.]

EXTENSION OF REMARKS

Mr. JUDD asked and was given permission to extend his remarks in the Appendix of the RECORD and include an editorial.

PERMISSION TO ADDRESS THE HOUSE

Mr. FLOOD. Mr. Speaker, I ask unanimous consent to address the House for 1 minute.

The SPEAKER. Is there objection to the request of the gentleman from Pennsylvania?

There was no objection.

THE PASSING OF THE LEAGUE OF NATIONS

Mr. FLOOD. Mr. Speaker, today is the last session of the League of Nations in Geneva, and I should like to say to the shades of those who 25 years ago sponsored this League that it is not dead, that it is not forgotten, because from this League there is reborn a new spirit of international cooperation among the nations for world peace. We do not say good-by to the idea of the League, but we say hail and farewell to a society of nations and welcome a new spirit of cooperation to the United Nations for collective security and world peace.

True it is that the first, really great opportunity of a practical plan for world peace was missed by the nations of the world, and this fact will linger in the minds of the nations' representatives in Geneva today as they ring the curtain down on the League of Nations. But we hasten to add that the curtain has already been rung up on a new society of nations, dedicated to the age-old dream of peace on earth good will among men and the prevailing of law and order in our society.

It is significant that this event takes place in the spring of the year. Because this new concept of world cooperation, as found in the Charter of the United Nations, is in the springtime of its life, and all mankind hopes and prays that the budding United Nations will have the virility and the long life so fervently hoped for in all mankind. This is not the end of what the League of Nations was born to accomplish. This is not the finish of its embodied hope. Rather, this is the end of the beginning, as Winston Churchill said not long ago of a changing phase during the war.

This is not the end of a family or the end of a line of ancestors with great traditions. This is not the terminal point of a proud genealogy with no offspring to carry on. Because born from the trials and tribulations of the old League of Nations the newly born United Nations firmly holds aloft the torch of

life for a new world, and it has already weathered and survived its first storm. The League was not a failure. Its success is proclaimed because of its successor, and the thing that lends emphasis to this fact is the much more significant fact that the greatest of the nations which did not join the old League is now the leader in the organization and the direction of the new United Nations—the United States of America.

The thing that is clear today as the member nations preside at the dissolution of the old League of Nations is the established fact that all nations and all peoples everywhere have reached the inescapable conclusion that peace among the nations can result only from unity among those nations to achieve and maintain that goal.

Let us pause to salute the memory of the great Woodrow Wilson for his spirit and his followers must get great joy and satisfaction from this transmitting of the unfinished business of the League of Nations to the United Nations. This is vindication at its fullest. And finally, as was said by the brilliant writer of the New York Times, Anne O'Hare McCormick:

Woodrow Wilson will be remembered in the valedictory of the League, not as the leader of a lost cause, but as a prophet who was honored at last in his own country.

Truly can those who survive today and who were present at the original meeting a quarter of a century ago, pronounce from the fullness of their hearts the belief that:

They are not dead,
As we that are left shall die,
Age shall not weary them,
Nor the years condemn,
At the going down of the sun, and in the morning,
We shall remember them.

A new life is born in the new world, and to this new organization the new world will give its vigor, courage, and confidence. It is good that the United Nations has its permanent headquarters here because there is no doubt at all that everybody, every place is certain in their hearts that the success of the United Nations is entrusted to the leadership of the United States. With our motto of "In God We Trust," God grant we succeed.

THE PAN-AMERICAN HIGHWAY

The SPEAKER. Under the previous order of the House, the gentleman from Kansas [Mr. COLE] is recognized for 20 minutes.

Mr. COLE of Kansas. Mr. Speaker, a hundred-million-dollar farcial dream, or a sound investment for the future? A phony fraud and scandal involving millions of dollars of wasted money, or a project to guarantee future peace and prosperity of the Western Hemisphere?

These questions have been asked concerning the Pan-American Highway. I recently had the privilege, as a member of a subcommittee of the Committee of Roads, to investigate this highway. We visited each country through which the highway is being constructed, and I traveled by car, station wagon, and jeep over a thousand miles of completed and uncompleted sections of the road.

This report, Mr. Speaker, is my personal impression of the highway and of some of its problems.

Pan American unity is not an idea of recent origin. In 1826, Bolivar called a conference to discuss problems of mutual interest and security, and, throughout the succeeding years, many such conferences and plans for cooperation have been proposed and activated. The Pan-American Highway is one such plan.

Congress in 1930 appropriated \$50,000 for the purpose of surveying and locating a route of the Pan American Highway, and drawing plans and specifications. In 1934, a million dollars was appropriated to be used to match funds of Central American countries for the construction of critical items on the route of the highway. In 1941, \$20,000,000 was appropriated under a plan which called for a cooperative project in which the United States would pay two-thirds of the cost of construction of the highway, and the other countries would pay one-third. It should be noted that neither Mexico nor Guatemala participated in this cooperative venture, but have built the highway without a direct grant from the United States.

Mexico and the countries of Central America have received loans from the Export-Import Bank, the proceeds of which were used in constructing the highway.

The credit extended to each country is as follows:

Mexico, \$40,000,000. Salvador, \$680,000. Honduras, \$1,000,000. Nicaragua, \$3,815,000. Costa Rica, \$3,000,000. And Panama, \$2,500,000. The total credit thus advanced amounts to \$50,995,000.

It should be noted, however, that Mexico has used only ten million of the credit, and that the total authorization to Mexico includes money for highways other than the Pan American. I understand all payments of interest and principal on all of these loans have been met promptly.

Upon completion of the highway, John Tourist may pile his family into the old bus and drive from Laredo, Tex., to Panama City. This excursion, in distance, would equal a trip from Boston to San Francisco. He would travel over quite an excellent black top road, similar to the secondary road system in the United States—no sharp curves or difficult grades. The dexterity required in dodging ox carts would not give concern to one accustomed to our traffic. Car trouble in some locations would cause considerable delay, and John should give some thought to the food he eats. Some of our modern conveniences would not be found—filling stations are now few and far between—gasoline is 30 cents to 40 cents a gallon—no tourist cabins or hot dogs. The larger cities have some excellent hotels and the rates are not prohibitive. The tourist would encounter many miles of drab, uninteresting country which would be compensated for by long stretches through magnificent scenic beauty. If the tourist is not too critical of things unfamiliar, and does not want to hang up a record for speedy driving from, "here to there," he will have an intensely absorbing experience, take home mental pictures of quaint and

DIGEST OF
CONGRESSIONAL PROCEEDINGS
OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
Legislative Reports and Service Section
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HIGHLIGHTS: Both Houses received reorganization plans establishing ARA on a flexible basis, transferring USDA minerals to Interior with protective provision, transferring WFA functions to Secretary, transferring credit unions to FDIC, making LHA permanent, combining Grazing Service and General Land Office, etc. House received conference report on Federal pay bill, which provides for increases of 14% or \$250, sets up over-all personnel ceilings, etc. House passed Interior appropriation bill; agreed to increase for transmission lines, discussed rural electrification. Rep. Flanagan introduced bill to continue Federal operation of Agricultural Conservation Program. Sen. Young introduced bill to guarantee minimum price for 1946-crop grains and spoke in favor of making wheat bonus retroactive. Sen. Butler inserted statement in which he criticized wheat-corn bonus plan.

HOUSE

1. **REORGANIZATION.** Both Houses received from the President three reorganization plans (H. Docs. 594, 595, and 596). To House Committee on Expenditures in the Executive Departments and Senate Judiciary Committee. (pp. 5245-55, 5198.)

Plan No. 1 consolidates the 8 research bureaus and agencies into the Agricultural Research Administration and transfers them to the Secretary of Agriculture to be exercised under his direction and control by the ARA or such other officers or agencies of the Department as he may provide; consolidates permanently into one National Housing Agency the main functions of the Government relating to housing; makes permanent the transfer of credit-union activities from FCA to FDIC.

Plan No. 2 transfers the Children's Bureau (except child-labor functions under the Fair Labor Standards Act), the vital statistics of the Census Bureau, and the Employees Compensation Commission to the Federal Security Agency; provides for administration of the Social Security program without a Board; and abolishes the Federal Board of Vocational Education. The President's message recommended Cabinet status for this Agency.

Plan No. 3 transfers to Interior jurisdiction over minerals in Agriculture Department lands but provides that mineral development on such lands shall be authorized only when the Secretary of Agriculture advises that such development will not interfere with the primary purposes for which the land was acquired and only in accordance with such conditions as may be specified by Agriculture to protect such purposes, consolidates the General Land Office and the Grazing Service into a Bureau of Land Management, validates the transfer of WFA functions to the Secretary of Agriculture, transfers the Canal Zone Biological Area to the Smithsonian Institution and abolishes the Board

of Directors of which the Secretary of Agriculture is a member, and transfers to the U. S. Employment Service the functions of the Selective Service System regarding assistance to veterans in obtaining new positions.

2. **VETERANS' DECENTRALIZATION.** Received from the President an appropriation estimate for FWA including \$57,000 for transportation of household effects of employee-veterans whose positions were decentralized from D. C. in their absence (H. Doc. 589, May 14). To Appropriations Committee.
3. **INTERIOR APPROPRIATION BILL.** Passed with amendments this bill, H. R. 6335 (pp. 5201-42). Agreed, 114-88, to an amendment by Rep. Rayburn, Tex., to increase the amount for construction of transmission lines from \$3,198,000 to \$7,500,000; during debate on this amendment there was discussion of rural electrification (pp. 5228-40).
4. **FEDERAL PAY BILL.** Received the conference report on this bill, S. 1415 (pp. 5242-4). The revised bill increases the pay rates under the Classification Act by 14% or \$250, whichever is greater, except that no rate shall be increased more than 25%; increases certain "crafts, protective, custodial" employees by an additional amount; specifically provides for the regular increase for jobs not covered by the Classification Act; provides a \$10,000 ceiling; permits compensatory time off for the first 8 hours of overtime as well as additional hours; clarifies provisions which GAO has interpreted to deny payment of night differential if night work is performed on a holiday or after completion of 40 hours; provides an extra day's pay for a day of work on a holiday, instead of $\frac{1}{2}$ day's extra pay; adjusts the rates of grades 9 and 10 of the "crafts, protective, and custodial service so as to restore differentials between the top grades; requires the Budget Bureau to so determine the numbers of full-time civilian employees and part-time employment on the basis of relative needs of the departments, etc. (except War and Navy) that the aggregate number of such employees (including full-time equivalent of man-months of part-time employment) shall not exceed 528,975 for the quarter beginning Oct. 1, 1946, 501,771 for the next quarter, 474,567 for the next quarter, and 447,363 after June 30, 1947 (this provision also does not apply to certain Post Office and Veterans' Administration employees). It is expected that the conference report will be considered on the floor of the House today.
5. **GRAIN SHORTAGE.** Received various petitions favoring legislation to prohibit use of grain for alcohol during the shortage (p. 5268).

SENATE

6. **GRAIN PRICES.** Sen. Young, N. Dak., urged legislation to authorize the 30¢ bonus for all 1945 wheat production, urged stability of farm grain prices, stating, "I can see no reason why it (the Government) cannot make floor prices and support them throughout the year," and inserted a Fargo (N. Dak.) Forum article reporting that N. Dak. farmers are in favor of the retroactive 30¢-wheat bonus (pp. 5197-8). Sen. Butler, Nebr., inserted a statement in which he criticized the Department's 30¢-corn-wheat bonus and inserted a newspaper article criticizing the Government's handling of the farm-price controls (p. 5169). Sen. Capper, Kans., inserted an Anti-Saloon League resolution protesting against the use of grain for alcoholic beverages during the food shortage (p. 5165).
7. **LABOR.** Continued debate on H. R. 4908, to provide additional facilities for the mediation of labor disputes (pp. 5169-96, 5198).
8. **PRICE CONTROL.** Received Universalist Church and American Veterans' Committee petitions urging the continuation of price control (p. 5165).
9. **BANKING AND CURRENCY.** Received from the Treasury Department the annual report of the exchange stabilization fund created by the Gold Reserve Act, including a

Mr. McCORMACK. In view of the statement made by the gentleman from New York, of course that would obviate any reason for my making the request next week to dispense with Calendar Wednesday. I appreciate the advance information which the gentleman has given me.

The CHAIRMAN. The time of the gentleman from Massachusetts [Mr. MARTIN] has expired.

Mr. JOHNSON of Oklahoma. Mr. Chairman, I move that the Committee do now rise and report the bill back to the House with sundry amendments, adopted in Committee of the Whole, with the recommendation that the amendments be agreed to and that the bill as amended do pass.

The motion was agreed to.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. COOPER, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee having had under consideration the bill (H. R. 6335) making appropriations for the Department of the Interior for the fiscal year ending June 30, 1947, and for other purposes, directed him to report the same back to the House with sundry amendments adopted in the Committee of the Whole with the recommendation that the amendments be agreed to and the bill as amended do pass.

Mr. JOHNSON of Oklahoma. Mr. Speaker, I move the previous question on the bill and all amendments to final passage.

The previous question was ordered.

The SPEAKER. Is a separate vote demanded on any amendment?

Mr. JONES. Mr. Speaker, I demand a separate vote on the Rayburn amendment.

The SPEAKER. Is a separate vote demanded on any other amendment? If not, the Chair will put them en bloc.

The other amendments were agreed to.

The SPEAKER. The Clerk will report the amendment on which a separate vote is demanded.

The Clerk read as follows:

Amendment offered by Mr. RAYBURN: On page 89, line 4, strike out "\$3,198,000" and insert "\$7,500,000."

The SPEAKER. The question is on agreeing to the amendment.

The question was taken; and on a division (demanded by Mr. JONES) there were—ayes 125, noes 76.

So the amendment was agreed to.

The SPEAKER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

The SPEAKER. The question is on the passage of the bill.

Mr. DWORSHAK. Mr. Speaker, I offer a motion to recommit.

The SPEAKER. Is the gentleman opposed to the bill?

Mr. DWORSHAK. I am, Mr. Speaker.

The SPEAKER. The Clerk will report the motion.

The Clerk read as follows:

Mr. DWORSHAK moves to recommit the bill H. R. 6335 to the Committee on Appropria-

tions with instructions to add \$425,000 to the Grazing Service, salaries and expense item, and report the same forthwith to the House.

Mr. JOHNSON of Oklahoma. Mr. Speaker, I move the previous question on the motion to recommit.

The previous question was ordered.

The SPEAKER. The question is on the motion to recommit.

The question was taken; and on a division (demanded by Mr. DWORSHAK) there were—ayes 73, noes 101.

Mr. DWORSHAK. Mr. Speaker, I object to the vote on the ground that a quorum is not present.

The SPEAKER. The Chair will count. [After counting.] Two hundred and twenty-eight Members are present, a quorum.

Mr. DWORSHAK. Mr. Speaker, I ask for the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 147, nays 173, not voting 110, as follows:

(Roll No. 121)

YEAS—147

Allen, Ill.	Gwynne, Iowa	Mason
Andersen,	Hagen	Miller, Calif.
H. Carl	Hall,	Miller, Nebr.
Anderson, Calif.	Edwin Arthur	Mundt
Andresen,	Halleck	Murdock
August H.	Hancock	Murray, Wls.
Angell	Harless, Ariz.	Neely
Arends	Harness, Ind.	Norblad
Arnold	Havener	O'Hara
Baldwin, N. Y.	Henry	Outland
Barrett, Wyo.	Hess	Phillips
Bates, Mass.	Hill	Pittenger
Beall	Hoeven	Ploeser
Bennett, Mo.	Hoffman	Reed, Ill.
Blemmiller	Hollfield	Reed, N. Y.
Bishop	Holmes, Wash.	Rees, Kans.
Bolton	Hook	Rizley
Bradley, Mich.	Hope	Robison, Ky.
Brehm	Hotan	Rockwell
Brown, Ohio	Howell	Rogers, Mass.
Bunker	Hull	Savage
Butler	Izac	Schwabe, Mo.
Campbell	Jackson	Schwabe, Okla.
Canfield	Jennings	Schvner
Case, S. Dak.	Jensen	Shaffer
Chenoweth	Johnson, Calif.	Sharp
Church	Johnson, Ill.	Smith, Wls.
Clevenger	Jones	Springer
Coffee	Jonkman	Stefan
Cole, Kans.	Kearney	Stevenson
Cole, Mo.	Keefe	Stockman
Corbett	Kefauver	Sumner, Ill.
Cunningham	Kilburn	Taber
Curtis	Kling	Talbot
Dolliver	Kinzer	Talle
Dworshak	Knutson	Taylor
Ellis	Landis	Tibbott
Ellsworth	Latham	Voorhis, Calif.
Elsaesser	LeFevre	Vorss, Ohio
Elston	Lemke	Vursell
Engel, Mich.	Lewis	Welchel
Fenton	McConnell	Welch
Fernandez	McCowan	Wigglesworth
Fuller	McDonough	Wilson
Gillespie	McGregor	Winter
Gillie	McMillen, Ill.	Wolcott
Goodwin	Mansfield,	Wolverton, N. J.
Granger	Mont.	Woodhouse
Grant, Ind.	Marcantonio	Woodruff
Gross	Martin, Iowa	
Gwinn, N. Y.	Martin, Mass.	

NAYS—173

Abernethy	Bulwinkle	Crawford
Allen, La.	Burch	Crosser
Almond	Byrnes, Wis.	D'Alesandro
Andrews, Ala.	Camp	Daughton, Va.
Auchincloss	Cannon, Mo.	Davis
Bailey	Carnahan	Dawson
Barry	Celler	Delaney,
Bates, Ky.	Chapman	James J.
Beckworth	Chelf	Delaney,
Bennet, N. Y.	Clason	John J.
Bloom	Clements	Dirksen
Boykin	Colmer	Domengeaux
Bradley, Pa.	Combs	Doughton, N. C.
Brooks	Cooley	Douglas, Ill.
Brown, Ga.	Cooper	Doyle
Bryson	Cox	Drewry
Buck	Cravens	Durham

Earthman	Kilday	Rabaut
Eberharter	Klein	Rabin
Ervin	Kopplemann	Rains
Fallon	Lane	Ramey
Felghan	Larcade	Rankin
Flsher	LeCompte	Resa
Flannagan	Lesinski	Richards
Flood	Link	Riley
Fogarty	Ludlow	Rivers
Gallagher	Lyle	Robertson, Va.
Gardner	Lynch	Rogers, Fla.
Gary	McCormack	Rogers, N. Y.
Gathings	McGehee	Rooney
Geelan	McGlinchey	Rowan
Gibson	McMillan, S. C.	Ryder
Gordon	Madden	Sabath
Gorskl	Mahon	Sasscer
Gossett	Maloney	Sikes
Grant, Ala.	Manasco	Simpson, Ill.
Green	Mankin	Slaughter
Gregory	Mathews	Smith, Maine
Griffiths	Michener	Smith, Ohio
Hale	Mills	Smith, Va.
Hand	Morrison	Sparkman
Hare	Murphy	Spence
Hays	Murray, Tenn.	Starkey
Hedrick	Norrell	Sullivan
Hendricks	O'Brien, Ill.	Summers, Tex.
Herter	O'Brien, Mich.	Tarver
Heseltun	O'Konski	Thomason
Hobbs	O'Neal	Trimble
Huber	O'Toole	Vinson
Johnson,	Pace	Walter
Lyndon B.	Peterson, Fla.	Weaver
Johnson, Okla.	Peterson, Ga.	West
Judd	Philbin	Whitten
Kean	Pickett	Whittington
Kee	Poage	Wickersham
Kelley, Pa.	Price, Fla.	Winstead
Kelly, Ill.	Price, Ill.	Worley
Keogh	Priest	Zimmerman
Kerr	Quinn, N. Y.	

NOT VOTING—110

Adams	Gavin	Patrick
Andrews, N. Y.	Gearhart	Patterson
Baldwin, Md.	Gerlach	Pfeifer
Barden	Gifford	Plumley
Barrett, Pa.	Gillette	Powell
Bell	Gore	Randolph
Bender	Graham	Rayfiel
Blackney	Granahan	Reece, Tenn.
Bland	Hall,	Rich
Bonner	Leonard W.	Robertson,
Boren	Harris	N. Dak.
Brumbaugh	Hart	Robinson, Utah
Buckley	Hartley	Rodgers, Pa.
Buffett	Healy	Roe, Md.
Byrne, N. Y.	Hébert	Roe, N. Y.
Cannon, Fla.	Heffernan	Russell
Carlson	Hinshaw	Sadowski
Case, N. J.	Hoch	Sheppard
Chiperfield	Holmes, Mass.	Sheridan
Clark	Jarman	Short
Clippinger	Jenkins	Simpson, Pa.
Cochran	Johnson, Ind.	Somers, N. Y.
Cole, N. Y.	Johnson,	Stewart
Courtney	Luther A.	Stigler
Curley	Klirwan	Sundstrom
De Lacy	Kunkel	Thom
D'Ewart	LaFollette	Thomas, N. J.
Dingell	Lanham	Thomas, Tex.
Dondero	Lea	Tolan
Douglas, Calif.	Luce	Torrens
Eaton	McKenzie	Towe
Elliott	Mansfield, Tex.	Traynor
Engle, Calif.	May	Wadsworth
Fellows	Marrow	Wasielowski
Folger	Monroney	White
Forand	Morgan	Wolfenden, Pa.
Fulton	Norton	Wood
Gamble	Patman	

So the motion to recommit was rejected.

The Clerk announced the following pairs:

On this vote:

Mr. Jenkins for, with Mr. Sheppard against.
Mr. Brumbaugh for, with Mr. Sheridan against.

Mr. Robertson of North Dakota for, with Mr. Pfeifer against.

General pairs until further notice:

Mr. Randolph with Mr. Short.
Mr. Lea with Mr. Wadsworth.
Mr. May with Mr. Adams.
Mr. Courtney with Mr. Bender.
Mr. Cochran with Mr. Holmes of Massachusetts.

Mr. Somers of New York with Mr. Johnson of Indiana.
 Mrs. Douglas of California with Mr. Blackney.
 Mr. Barrett of Pennsylvania with Mr. Hartley.
 Mr. Roe of Maryland with Mr. Graham.
 Mr. Gore with Mr. Fellows.
 Mr. Dingell with Mr. Gamble.
 Mr. Roe of New York with Mr. Eaton.
 Mr. Hart with Mr. Dondero.
 Mr. Boren with Mr. Cole of New York.
 Mr. Thomas of Texas with Mr. Carlson.
 Mr. Rayfiel with Mr. Kunkel.
 Mr. Torrens with Mr. Merrow.
 Mr. De Lacy with Mr. Plumley.
 Mr. Byrne of New York with Mr. Reece of Tennessee.
 Mr. Wasielewski with Mr. Simpson of Pennsylvania.
 Mr. Folger with Mr. Rich.
 Mr. Patman with Mr. Thomas of New Jersey.
 Mr. Heffernan with Mr. Rodgers of Pennsylvania.
 Mr. Monroney with Mr. Wolfenden of Pennsylvania.
 Mr. Forand with Mr. Sundstrom.
 Mr. Hoch with Mr. Gavin.

Mr. Izac changed his vote from "nay" to "yea."

Mr. FENTON changed his vote from "nay" to "yea."

Mr. MILLER of California changed his vote from "nay" to "yea."

Mr. GREEN changed his vote from "yea" to "nay."

Mr. KEARNEY changed his vote from "nay" to "yea."

Mr. TAYLOR changed his vote from "nay" to "yea."

The result of the vote was announced as above recorded.

The SPEAKER. The question is on the passage of the bill.

The bill was passed.

A motion to reconsider was laid on the table.

FEDERAL PAY INCREASE BILL

Mr. MILLER of California submitted the following conference report and statement on the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government:

CONFERENCE REPORT

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House to the text of the bill and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the House amendment insert the following:

"SHORT TITLE

"SECTION 1. This Act may be cited as the 'Federal Employees Pay Act of 1946'.

"INCREASE IN CLASSIFICATION ACT PAY RATES

"SEC. 2. (a) Each of the existing rates of compensation provided by section 13 of the Classification Act of 1923, as amended and supplemented, except those affected by subsection (b) of this section, is hereby increased by 14 per centum or \$250 per annum whichever is the greater, except that no such rate shall be increased by more than 25 per centum. Such augmented rates shall be considered to be the regular rates of basic compensation provided by such section.

"(b) (1) The proviso to the fifth paragraph under the heading 'Crafts, Protective, and Custodial Service' in section 13 of the Classification Act of 1923, as amended, is hereby amended to read as follows: 'Provided, That charwomen working part time be paid at the rate of 90 cents an hour, and head charwomen at the rate of 95 cents an hour'.

"(2) Such section is amended so as to provide the following rates of compensation for positions in the clerical-mechanical service:

"Grade 1, 90 to 97 cents an hour.

"Grade 2, \$1.04 to \$1.12 an hour.

"Grade 3, \$1.20 to \$1.27 an hour.

"Grade 4, \$1.35 to \$1.49 an hour.

"(c) The increase in existing rates of basic compensation provided by this section shall not be construed to be an 'equivalent increase' in compensation within the meaning of section 7 (b) (1) of the Classification Act of 1923, as amended.

"INCREASE IN PAY RATES FOR CUSTOMS CLERKS AND IMMIGRANT INSPECTORS

"SEC. 3. Each of the existing rates of basic compensation provided by the Act entitled 'An Act to adjust the compensation of certain employees in the Customs Service', approved May 29, 1928, as amended and supplemented, and those provided by the second paragraph of section 24 of the Immigration Act of 1917, as amended and supplemented, are hereby increased by 14 per centum or \$250 per annum whichever is the greater, except that no such rate shall be increased by more than 25 per centum. Such augmented rates shall be considered to be the regular rates of basic compensation.

"INCREASE IN STATUTORY PAY RATES IN THE EXECUTIVE BRANCH NOT UNDER CLASSIFICATION ACT

"SEC. 4. Rates of basic compensation specifically provided by statute (including any increase therein computed in accordance with section 602 (b) of the Federal Employees Pay Act of 1945) for positions in the executive branch or the District of Columbia municipal government which are not included in section 102, as amended, of the Federal Employees Pay Act of 1945 or in the District of Columbia Teachers' Salary Act of 1945, and are not increased by any other provision of this Act, are hereby increased by 14 per centum or \$250 per annum whichever is the greater, except that no such rate shall be increased by more than 25 per centum. Such augmented rates shall be considered to be the regular rates of basic compensation.

"INCREASE IN PAY RATES IN THE LEGISLATIVE BRANCH

"SEC. 5. (a) The first sentence of section 501 of the Federal Employees Pay Act of 1945 is amended by inserting before the period at the end thereof a comma and the following: 'plus (A) 14 per centum of his rate of compensation (including the additions thereto resulting from the application of the foregoing percentages), or (B) \$250 per annum, whichever is the greater, except that such rate of compensation shall not be increased by more than 25 per centum'.

"(b) The second sentence of such section 501 is amended to read as follows: 'The additional compensation provided by this section and section 502 shall be considered a part of the basic compensation of any such officer or employee for the purposes of the Civil Service Retirement Act of May 29, 1930, as amended.'

"(c) Section 502 of such Act is amended to read as follows:

" 'ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

"SEC. 502. Each officer and employee in or under the legislative branch entitled to the benefits of section 501 of this Act shall be paid additional compensation at the rate of 10 per centum of the aggregate of the rate

of his basic compensation and the rate of additional compensation received by him under section 501 of this Act.'

"INCREASE IN PAY RATES IN THE JUDICIAL BRANCH

"SEC. 6. (a) The first sentence of section 521 of the Federal Employees Pay Act of 1945 is amended by inserting before the period at the end thereof a comma and the following: 'plus (A) 14 per centum of his rate of compensation (including the additions thereto resulting from the application of the foregoing percentages), or (B) \$250 per annum, whichever is the greater, except that such rate of compensation shall not be increased by more than 25 per centum'.

"(b) The second sentence of such section 521 is amended to read as follows: 'The limitations of \$6,500 and \$7,500 with respect to the aggregate salaries payable to secretaries and law clerks of circuit and district judges, contained in the eighth paragraph under the head "Miscellaneous Items of Expense" in The Judiciary Appropriation Act, 1946 (Public Law Numbered 61, Seventy-ninth Congress), or in any subsequent appropriation Act, shall be increased by the amounts necessary to pay the additional basic compensation provided by this section; and the changes in the rates of basic compensation in the Classification Act of 1923, as amended, made by section 405 of this Act and section 2 of the Federal Employees Pay Act of 1946 shall not be taken into account in fixing salaries under any such appropriation Act.'

"(c) Section 522 of such Act is amended to read as follows:

" 'ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

"SEC. 522. (a) Each officer and employee of the Supreme Court of the United States entitled to the benefits of section 521 of this Act shall be paid additional compensation at the rate of 10 per centum of the rate of his basic compensation. As used in this subsection the term "'basic compensation" includes the additional basic compensation provided by section 521 of this Act.

"(b) The additional compensation provided by subsection (a) of this section shall be considered a part of the basic compensation of any such officer or employee for the purposes of the Civil Service Retirement Act of May 29, 1930, as amended.'

"LIMITATION ON AGGREGATE RATE PAYABLE

"SEC. 7. (a) Section 603 (b) of the Federal Employees Pay Act of 1945 is amended by inserting after the words 'by reason of the enactment of this Act' the words 'or any amendment thereto.'

"(b) Notwithstanding any other provision of this Act, no officer or employee shall, by reason of the enactment of this Act, be paid with respect to any pay period, basic compensation, or basic compensation plus any additional compensation provided by the Federal Employees Pay Act of 1945, as amended, at a rate in excess of \$10,000 per annum.

"VESSEL EMPLOYEES

"SEC. 8. (a) Section 102 (d) of the Federal Employees Pay Act of 1945 is amended to read as follows:

"(d) This Act, except sections 606 and 607, shall not apply to employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, to vessel employees of the Coast and Geodetic Survey, to vessel employees of the Department of the Interior, or to vessel employees of the Panama Railroad Company.'

"(b) Section 606 of such Act is amended to read as follows:

" 'VESSEL EMPLOYEES

"SEC. 606. Employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, vessel employees of the Coast and Geodetic Survey, vessel employees of the Department of the Interior, and vessel employees of the

Panama Railroad Company, may be compensated in accordance with the wage practices of the maritime industry."

"COMPENSATORY TIME OFF FOR IRREGULAR OR OCCASIONAL OVERTIME WORK"

"SEC. 9. Section 202 (a) of the Federal Employees Pay Act of 1945 is amended by striking out 'forty-eight hours' and inserting in lieu thereof 'forty hours'."

"NIGHT PAY DIFFERENTIAL"

"SEC. 10. That part of section 301 of the Federal Employees Pay Act of 1945 which precedes the first proviso is amended to read as follows: 'Any officer or employee to whom this title applies who is assigned to a regularly scheduled tour of duty, any part of which, including overtime, falls between the hours of 6 o'clock postmeridian and 6 o'clock antemeridian, shall, for duty between such hours, excluding periods when he is in a leave status, be paid compensation at a rate 10 per centum in excess of his rate of basic compensation for duty between other hours:'."

"PAY FOR HOLIDAY WORK"

"SEC. 11. That part of the first sentence of section 302 of the Federal Employees Pay Act of 1945 which precedes the proviso is amended to read as follows: 'Any officer or employee to whom this title applies who is assigned to duty on a holiday designated by Federal statute or Executive order during hours which fall within his basic administrative workweek of forty hours shall be compensated for not to exceed eight hours of such duty, excluding periods when he is in a leave status, in lieu of his regular rate of basic compensation for such duty, at the rate of twice such regular rate of basic compensation, in addition to any extra compensation for night duty provided by section 301 of this Act:'."

"PAY RATES FOR GRADES 9 AND 10 OF THE CRAFTS, PROTECTIVE, AND CUSTODIAL SERVICE OF THE CLASSIFICATION ACT"

"SEC. 12. (a) Section 13 of the Classification Act of 1923, as amended, is hereby further amended by striking out the second paragraph relating to grade 9 of the Crafts, Protective, and Custodial Service and substituting therefor the following:

"The annual rates of compensation for positions in this grade shall be \$2,870, \$2,980, \$3,090, \$3,200, \$3,310, \$3,420, and \$3,530."

"(b) Section 13 of the Classification Act of 1923, as amended, is hereby further amended by striking out the second paragraph relating to grade 10 of the Crafts, Protective, and Custodial Service and substituting therefor the following:

"The annual rates of compensation for positions in this grade shall be \$3,200, \$3,310, \$3,420, \$3,530, \$3,640, \$3,750, and \$3,860."

"(c) With respect to grades 9 and 10 of the Crafts, Protective, and Custodial Service, the increase in rates of basic compensation provided by section 2 of this Act shall be computed on the rates of basic compensation established for such grades, as amended by subsections (a) and (b) of this section."

"GENERAL ACCOUNTING OFFICE"

"SEC. 13. This Act and any other general legislation heretofore or hereafter enacted governing the employment, compensation, emoluments, and status of officers and employees of the United States shall apply to officers and employees of the General Accounting Office in the same manner and to the same extent as if such officers and employees were in or under the executive branch of the Government."

"PERSONNEL CEILINGS"

"SEC. 14. (a) Section 607 of the Federal Employees Pay Act of 1945 is amended by adding at the end thereof a new subsection as follows:

"(g) (1) In carrying out the provisions of subsection (b) of this section—

"(A) with respect to the departments (other than the Department of War and the Department of the Navy), establishments, and agencies (including Government-owned or controlled corporations) in the executive branch, the Director shall so determine the numbers of full-time civilian employees and the man-months of part-time employment on the basis of the relative needs of such departments, establishments, and agencies for personnel, that the aggregate number of such civilian employees (including the full-time equivalent of man-months of part-time employment) shall not exceed (i) five hundred and twenty-eight thousand nine hundred and seventy-five for the quarter beginning October 1, 1946; (ii) five hundred and one thousand seven hundred and seventy-one for the quarter beginning January 1, 1947; (iii) four hundred and seventy-four thousand five hundred and sixty-seven for the quarter beginning April 1, 1947; and (iv) four hundred and forty-seven thousand three hundred and sixty-three after June 30, 1947;

"(B) with respect to the Department of War and the Department of the Navy, the Director shall so determine the numbers of civilian employees (including the full-time equivalent of man-months of part-time employment) that at the earliest date practicable, but in no event later than July 1, 1947, the number shall not exceed one hundred and seventy-six thousand with respect to the Department of War, or one hundred thousand with respect to the Department of the Navy."

The numbers of employees specified in this paragraph shall be regarded as maximum numbers, and nothing herein shall be construed to limit the authority of the Director to establish lower aggregate numbers whenever, in his opinion, the numbers so specified are in excess of those necessary for the proper and efficient exercise of the authorized functions of the departments, establishments, and agencies to which this subsection applies. The procedural provisions of subsection (b) of this section shall be applicable with respect to determinations under this paragraph.

"(2) No provision of law heretofore or hereafter enacted authorizing the employment of personnel by, or appropriating funds for the compensation of personnel of, or conferring additional functions upon, any department, establishment, or agency, shall be construed to authorize the employment of, or payment of compensation to, a greater number of employees subject to this subsection than the number so determined by the Director with respect to such department, establishment, or agency unless such provision of law specifically authorizes the employment or payment of salaries of personnel in excess of such number, or exempts such department, establishment, or agency from the provisions of this subsection, and any such employment or payment not so authorized shall be deemed to be a violation of the provisions of section 3679 of the Revised Statutes of the United States (U. S. C., 1940 edition, title 31, sec. 665).

"(3) The provisions of this subsection shall not apply with respect to employees whose basic compensation is fixed and adjusted from time to time in accordance with prevailing rates by wage boards or similar administrative authority serving the same purpose. The provisions of subparagraph (A) of paragraph (1) shall not apply with respect to officers and employees in the field service of the Post Office Department or to officers and employees of the Veterans' Administration, but shall apply with respect to officers and employees outside the United States whose compensation is fixed in accordance with the Classification Act of 1923, as amended, and who are not excluded from the provisions of this section by the provisions of subsection (f). The provisions of subparagraph (B) of paragraph (1) shall not apply

with respect to officers and employees outside the several States and the District of Columbia."

"(b) Effective October 1, 1946, subsection (f) of such section is amended by striking out '(1) employees of the War and Navy Departments except those who are subject to the provisions of titles II and III of this Act; or (2)'."

"APPROPRIATIONS AUTHORIZED"

"SEC. 15. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act."

"EFFECTIVE DATE"

"SEC. 16. This Act, except section 14 (b), shall take effect on July 1, 1946."

And the House agree to the same.

That the title of the bill be amended to read as follows: "An Act to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes."

JENNINGS RANDOLPH,
HENRY M. JACKSON,
GEORGE P. MILLER,
EDWARD H. REES,
JOHN W. BYRNES,

Managers on the Part of the House.

SHERIDAN DOWNEY,
HARRY BYRD,
B. B. HICKENLOOPER,

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The House amendment to the text of the bill strikes out all of the Senate bill after the enacting clause. The committee of conference recommends that the Senate recede from its disagreement to the amendment of the House, with an amendment which is a substitute for both the Senate bill and the House amendment, and that the House agree to the same.

Except for the differences noted in the following statement, the conference substitute is the same as the House amendment.

INCREASE IN RATES OF BASIC COMPENSATION

The House amendment increases the rate of basic compensation of each officer and employee in the executive, legislative, and judicial branches of the Federal Government and the District of Columbia government to whom the amendment applies by \$400 per annum over his present rate. The Federal Employees Pay Act of 1945 increased each of the rates of basic compensation contained in section 13 of the Classification Act of 1923 on June 30, 1945, by 20 percent of that part thereof which is not in excess of \$1,200 per annum, plus 10 percent of that part thereof which is in excess of \$1,200 but not in excess of \$4,600, plus 5 percent of that part thereof which is in excess of \$4,600. The Senate amendment strikes out such rates of increase and substitutes therefor 36, 18, and 9 percent, respectively. The conference substitute provides for an increase of 14 percent or \$250 per annum, whichever is greater, over the present rate of basic compensation of each officer and employee in the executive, legislative, and judicial branches of the Federal Government and the District of Columbia government to whom the substitute applies, except that any such rate of compensation shall not be increased by more than 25 percent.

As compared with the conference substitute providing an over-all average increase

of 14.2 percent, the House amendment increases the basic compensation of each officer and employee at an average rate of 17.1 percent. The Senate bill provides an average increase of 11 percent over the present rates.

Except for the operation of the provisions of section 14 (a), discussed hereafter, relative annual costs of such increases in basic compensation of officers and employees in the executive branch as of June 30, 1946, computed on the basis of 970,647 employees, are shown by the following figures: House amendment \$388,300,000; Senate bill \$248,500,000; and the conference substitute \$321,700,000.

Under the operation of section 14 (a), the cost of the conference substitute would be reduced by approximately 75 percent for the fiscal year 1947, so far as the executive branch is concerned, outside of the War and Navy Departments.

The annual cost of increases in basic compensation in the legislative and judicial branches and the District of Columbia government under the conference substitute would be approximately \$4,700,000.

Subsections (b) and (c) of section 4 of the House amendment are not contained in the conference substitute. Subsection (b) was in the bill as reported to the House and subsection (c) was added on the floor of the House. The purpose of these subsections was to extend the benefits of the bill to heads of departments and agencies, including the Directors of the Tennessee Valley Authority and the Chairman of the Advisory Board of the Inland Waterways Corporation. This was consistent with the policy of the bill as reported to the House, since such bill repealed the salary ceiling of \$10,000 per annum established by the Federal Employees Pay Act of 1945. The House, after adopting subsection (c), restored the \$10,000 ceiling on salaries, but these subsections remained in the bill as passed by the House. Since heads of departments and agencies receive salaries of \$10,000 per annum or more these subsections are meaningless and are therefore omitted from the conference substitute.

JUDICIAL BRANCH

Section 521 of the Federal Employees Pay Act of 1945 increased the limitations of \$6,500 and \$7,500 upon the salaries of secretaries and law clerks of circuit and district judges contained in the Judiciary Appropriation Act, 1946, by the amounts necessary to pay the additional basic compensation provided by such section. Since these limitations are being repeated in the Judiciary Appropriation Act, 1947, the conference substitute adds language to the second sentence of section 521 which also increases the same limitations in the 1947 Appropriation Act and in any subsequent appropriation act.

Section 6 of the House amendment repealed section 522 of the Federal Employees Pay Act of 1945 which authorized, until June 30, 1947, additional compensation, in lieu of overtime pay, at the rate of 10 percent on not to exceed \$2,900 of salary, for officers and employees in the judicial branch. The conference substitute is in agreement with the House amendment in this respect, except that it provides that additional compensation in lieu of overtime pay shall be paid, on a permanent basis, to officers and employees of the Supreme Court of the United States, at the rate of 10 percent of their aggregate salary, and that such additional compensation shall be regarded as a part of basic compensation for the purposes of the Civil Service Retirement Act of May 29, 1930, as amended.

PERSONNEL CEILINGS

The House amendment contains a proviso in section 14 which states that, except in the case of the Veterans' Administration, no greater amount shall be appropriated to any executive department or agency for salaries for the fiscal year 1947 than the amount made available for such purpose for the fiscal year

1946. The purpose of this proviso is, of course, to absorb the cost of the increases in compensation granted by the bill to employees in the executive branch by reducing the number of such employees.

It would be a practical impossibility to separate from the service as of the close of business on June 30, 1946, the entire number of employees necessary to absorb the cost of such increases. Moreover, if the separations were averaged throughout the fiscal year 1947, twice the number of employees would have to be discharged to accomplish this purpose. This would result in reducing total personnel to a point which would absorb twice the cost of the increases in compensation for the fiscal year beginning July 1, 1947, and would seriously endanger the ability of the executive departments and agencies to perform the functions imposed upon them by acts of Congress. Also, evidence presented to the conferees led to the conclusion that a limitation based solely upon the amount of funds appropriated or expended for personal services during the fiscal year 1947 would be impracticable to administer and would result in inequities in application. On the other hand, it is apparent that the number of personnel in the executive branch can be substantially reduced without affecting the proper and efficient exercise of the authorized functions of the executive branch.

The conference substitute provides a plan requiring the absorption of a major part of the pay increases through a gradual reduction of personnel during the fiscal year 1947. Such substitute amends section 607 of the Federal Employees Pay Act of 1945, which imposes upon the Director of the Bureau of the Budget the duty of establishing quarterly personnel ceilings, by adding a new subsection (g) requiring the Director in establishing such ceilings to determine the number of employees in the executive branch (except employees of the War and Navy Departments and employees referred to in the following paragraph) so that the aggregate number will not exceed 528,975 for the quarter beginning October 1, 1946, 501,771 for the quarter beginning January 1, 1947, 474,567 for the quarter beginning April 1, 1947, and 447,363 after June 30, 1947. If these limitations on employment are adhered to, there will result a saving during the fiscal year 1947 with respect to the employees affected of approximately 75 percent of the cost of the increases in compensation granted by this bill and an absorption of more than the entire cost of the increases for succeeding fiscal years. At the same time the number of employees will not be reduced to as low a figure as would be the case if the total cost of the increases were absorbed during the fiscal year 1947. The number of employees stipulated for each quarter is based on an initial estimate of 556,179 on June 30, 1946, and on the assumption that the reductions to meet the respective ceilings will take place gradually throughout the preceding quarter. In view of the existing uncertainty as to the personnel requirements of the War and Navy Departments during the course of the fiscal year 1947, such departments are not required to meet ceilings quarterly, but the Director of the Bureau of the Budget is required to effect a reduction so that at the earliest practicable date, but in no event later than July 1, 1947, the number of civilian personnel will not exceed 176,000 in the War Department and 100,000 in the Navy Department.

The employees of the Veterans' Administration, employees in the field service of the Post Office Department, employees of the government of the District of Columbia, and employees whose basic compensation is fixed and adjusted from time to time in accordance with prevailing rates by wage boards or similar administrative authority serving the same purpose, are exempted from the ceilings fixed by this subsection, but employees, other than those of the War and Navy Departments, outside the United States

whose compensation is fixed in accordance with the Classification Act of 1923, and who are not excluded from the provisions of section 607 by subsection (f) of such section, are included. With respect to the War and Navy Departments, only employees in the several States and the District of Columbia are included in the ceilings.

Subsection (g) also provides that any employment of, or payment of compensation to, a greater number of employees than the number determined by the Director of the Bureau of the Budget with respect to any department, establishment, or agency, under authority of such subsection shall be deemed to be a violation of section 3679 of the Revised Statutes (the antideficiency law) unless a provision of law specifically authorizes the employment of, or payment of salaries to, personnel in excess of the number determined by the Director, or exempts such department, establishment, or agency from the provisions of such subsection.

Section 607 (f) of the Federal Employees Pay Act of 1945 excluded from the authority of the Director of the Bureau of the Budget to establish quarterly personnel ceilings, until the cessation of hostilities in World War II as proclaimed by the President, wage-schedule or prevailing-rate employees of the War and Navy Departments, who were not subject to titles II and III of that act. Section 14 (b) of the conference substitute brings these employees under the Director's authority in this respect, effective October 1, 1946.

JENNINGS RANDOLPH,
HENRY M. JACKSON,
GEORGE P. MILLER,
EDWARD H. REES,
JOHN W. BYRNES,

Managers on the Part of the House.

MESSAGES FROM THE PRESIDENT

Sundry messages in writing from the President of the United States were communicated to the House by Mr. Miller, one of his secretaries, who also informed the House that on the following dates the President approved and signed bills of the House of the following titles.

On May 15, 1946:

H. R. 6305. An act to make permanent the provisions of the act of July 11, 1941, prohibiting prostitution in the vicinity of military and naval establishments.

On May 16, 1946:

H. R. 3936. An act to provide for the evacuation and return of the remains of certain persons who died and are buried outside the continental limits of the United States.

ADDITIONAL DISTRICT JUDGE, NORTHERN DISTRICT OF CALIFORNIA

Mr. SUMNERS of Texas submitted the following conference report and statement on the bill (S. 1163) to provide for the appointment of one additional district judge for the northern district of California:

CONFERENCE REPORT

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 1163) to provide for the appointment of one additional district judge for the northern district of California, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the House, insert the following: "Provided, That unless the President shall not later than July 1, 1946, submit a nomination to the Senate to fill the office

FEDERAL EMPLOYEES PAY ACT OF 1946

MAY 16, 1946.—Ordered to be printed

Mr. RANDOLPH, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany S. 1415]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House to the text of the bill and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the House amendment insert the following:

SHORT TITLE

SECTION 1. *This Act may be cited as the "Federal Employees Pay Act of 1946".*

INCREASE IN CLASSIFICATION ACT PAY RATES

SEC. 2. (a) *Each of the existing rates of basic compensation provided by section 13 of the Classification Act of 1923, as amended and supplemented, except those affected by subsection (b) of this section, is hereby increased by 14 per centum or \$250 per annum whichever is the greater, except that no such rate shall be increased by more than 25 per centum. Such augmented rates shall be considered to be the regular rates of basic compensation provided by such section.*

(b) (1) *The proviso to the fifth paragraph under the heading "Crafts, Protective, and Custodial Service" in section 13 of the Classification Act of 1923, as amended, is hereby amended to read as follows: "Provided, That charwomen working part time be paid at the rate of 90 cents an hour, and head charwomen at the rate of 95 cents an hour".*

(2) Such section is amended so as to provide the following rates of compensation for positions in the clerical-mechanical service:

Grade 1, 90 to 97 cents an hour.

Grade 2, \$1.04 to \$1.12 an hour.

Grade 3, \$1.20 to \$1.27 an hour.

Grade 4, \$1.35 to \$1.49 an hour.

(c) The increase in existing rates of basic compensation provided by this section shall not be construed to be an "equivalent increase" in compensation within the meaning of section 7 (b) (1) of the Classification Act of 1923, as amended.

INCREASE IN PAY RATES FOR CUSTOMS CLERKS AND IMMIGRANT INSPECTORS

SEC. 3. Each of the existing rates of basic compensation provided by the Act entitled "An Act to adjust the compensation of certain employees in the Customs Service", approved May 29, 1928, as amended and supplemented, and those provided by the second paragraph of section 24 of the Immigration Act of 1917, as amended and supplemented, are hereby increased by 14 per centum or \$250 per annum whichever is the greater, except that no such rate shall be increased by more than 25 per centum. Such augmented rates shall be considered to be the regular rates of basic compensation.

INCREASE IN STATUTORY PAY RATES IN THE EXECUTIVE BRANCH NOT UNDER CLASSIFICATION ACT

SEC. 4. Rates of basic compensation specifically provided by statute (including any increase therein computed in accordance with section 602 (b) of the Federal Employees Pay Act of 1945) for positions in the executive branch or the District of Columbia municipal government which are not included in section 102, as amended, of the Federal Employees Pay Act of 1945 or in the District of Columbia Teachers' Salary Act of 1945, and are not increased by any other provision of this Act, are hereby increased by 14 per centum or \$250 per annum whichever is the greater, except that no such rate shall be increased by more than 25 per centum. Such augmented rates shall be considered to be the regular rates of basic compensation.

INCREASE IN PAY RATES IN THE LEGISLATIVE BRANCH

SEC. 5. (a) The first sentence of section 501 of the Federal Employees Pay Act of 1945 is amended by inserting before the period at the end thereof a comma and the following: "plus (A) 14 per centum of his rate of compensation (including the additions thereto resulting from the application of the foregoing percentages), or (B) \$250 per annum, whichever is the greater, except that such rate of compensation shall not be increased by more than 25 per centum".

(b) The second sentence of such section 501 is amended to read as follows: "The additional compensation provided by this section and section 502 shall be considered a part of the basic compensation of any such officer or employee for the purposes of the Civil Service Retirement Act of May 29, 1930, as amended."

(c) Section 502 of such Act is amended to read as follows:

"ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

"SEC. 502. Each officer and employee in or under the legislative branch entitled to the benefits of section 501 of this Act shall be paid

additional compensation at the rate of 10 per centum of the aggregate of the rate of his basic compensation and the rate of additional compensation received by him under section 501 of this Act."

INCREASE IN PAY RATES IN THE JUDICIAL BRANCH

SEC. 6. (a) The first sentence of section 521 of the Federal Employees Pay Act of 1945 is amended by inserting before the period at the end thereof a comma and the following: "plus (A) 14 per centum of his rate of compensation (including the additions thereto resulting from the application of the foregoing percentages), or (B) \$250 per annum, whichever is the greater, except that such rate of compensation shall not be increased by more than 25 per centum".

(b) The second sentence of such section 521 is amended to read as follows: "The limitations of \$6,500 and \$7,500 with respect to the aggregate salaries payable to secretaries and law clerks of circuit and district judges, contained in the eighth paragraph under the head 'Miscellaneous Items of Expense' in The Judiciary Appropriation Act, 1946 (Public Law Numbered 61, Seventy-ninth Congress), or in any subsequent appropriation Act, shall be increased by the amounts necessary to pay the additional basic compensation provided by this section; and the changes in the rates of basic compensation in the Classification Act of 1923, as amended, made by section 405 of this Act and section 2 of the Federal Employees Pay Act of 1946 shall not be taken into account in fixing salaries under any such appropriation Act."

(c) Section 522 of such Act is amended to read as follows:

"ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

"SEC. 522. (a) Each officer and employee of the Supreme Court of the United States entitled to the benefits of section 521 of this Act shall be paid additional compensation at the rate of 10 per centum of the rate of his basic compensation. As used in this subsection the term 'basic compensation' includes the additional basic compensation provided by section 521 of this Act.

"(b) The additional compensation provided by subsection (a) of this section shall be considered a part of the basic compensation of any such officer or employee for the purposes of the Civil Service Retirement Act of May 29, 1930, as amended."

LIMITATION ON AGGREGATE RATE PAYABLE

SEC. 7. (a) Section 603 (b) of the Federal Employees Pay Act of 1945 is amended by inserting after the words "by reason of the enactment of this Act" the words "or any amendment thereto".

(b) Notwithstanding any other provision of this Act, no officer or employee shall, by reason of the enactment of this Act, be paid with

respect to any pay period, basic compensation, or basic compensation plus any additional compensation provided by the Federal Employees Pay Act of 1945, as amended, at a rate in excess of \$10,000 per annum.

VESSEL EMPLOYEES

SEC. 8. (a) Section 102 (d) of the Federal Employees Pay Act of 1945 is amended to read as follows:

"(d) This Act, except sections 606 and 607, shall not apply to employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, to vessel employees of the Coast and Geodetic Survey, to vessel employees of the Department of the Interior, or to vessel employees of the Panama Railroad Company."

(b) Section 606 of such Act is amended to read as follows:

"VESSEL EMPLOYEES

"SEC. 606. Employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, vessel employees of the Coast and Geodetic Survey, vessel employees of the Department of the Interior, and vessel employees of the Panama Railroad Company, may be compensated in accordance with the wage practices of the maritime industry."

COMPENSATORY TIME OFF FOR IRREGULAR OR OCCASIONAL OVERTIME WORK

SEC. 9. Section 202 (a) of the Federal Employees Pay Act of 1945 is amended by striking out "forty-eight hours" and inserting in lieu thereof "forty hours".

NIGHT PAY DIFFERENTIAL

SEC. 10. That part of section 301 of the Federal Employees Pay Act of 1945 which precedes the first proviso is amended to read as follows: "Any officer or employee to whom this title applies who is assigned to a regularly scheduled tour of duty, any part of which, including overtime, falls between the hours of 6 o'clock postmeridian and 6 o'clock antemeridian, shall, for duty between such hours, excluding periods when he is in a leave status, be paid compensation at a rate 10 per centum in excess of his rate of basic compensation for duty between other hours:".

PAY FOR HOLIDAY WORK

SEC. 11. That part of the first sentence of section 302 of the Federal Employees Pay Act of 1945 which precedes the proviso is amended to read as follows: "Any officer or employee to whom this title applies who is assigned to duty on a holiday designated by Federal statute or Executive order during hours which fall within his basic administrative workweek of forty hours shall be compensated for not to exceed eight hours of such duty, excluding periods when he is in a leave status, in lieu of his regular rate of basic compensation for such duty, at the rate of twice such regular rate of basic compensation, in addition to any extra compensation for night duty provided by section 301 of this Act:".

PAY RATES FOR GRADES 9 AND 10 OF THE CRAFTS, PROTECTIVE, AND CUSTODIAL SERVICE OF THE CLASSIFICATION ACT

SEC. 12. (a) Section 13 of the Classification Act of 1923, as amended, is hereby further amended by striking out the second paragraph relating to grade 9 of the Crafts, Protective, and Custodial Service and substituting therefor the following:

"The annual rates of compensation for positions in this grade shall be \$2,870, \$2,980, \$3,090, \$3,200, \$3,310, \$3,420, and \$3,530."

(b) Section 13 of the Classification Act of 1923, as amended, is hereby further amended by striking out the second paragraph relating to grade 10 of the Crafts, Protective, and Custodial Service and substituting therefor the following:

"The annual rates of compensation for positions in this grade shall be \$3,200, \$3,310, \$3,420, \$3,530, \$3,640, \$3,750, and \$3,860."

(c) With respect to grades 9 and 10 of the Crafts, Protective, and Custodial Service, the increase in rates of basic compensation provided by section 2 of this Act shall be computed on the rates of basic compensation established for such grades, as amended by subsections (a) and (b) of this section.

GENERAL ACCOUNTING OFFICE

SEC. 13. This Act and any other general legislation heretofore or hereafter enacted governing the employment, compensation, emoluments, and status of officers and employees of the United States shall apply to officers and employees of the General Accounting Office in the same manner and to the same extent as if such officers and employees were in or under the executive branch of the Government.

PERSONNEL CEILINGS

SEC. 14. (a) Section 607 of the Federal Employees Pay Act of 1945 is amended by adding at the end thereof a new subsection as follows:

"(g) (1) In carrying out the provisions of subsection (b) of this section—

"(A) with respect to the departments (other than the Department of War and the Department of the Navy), establishments, and agencies (including Government-owned or controlled corporations) in the executive branch, the Director shall so determine the numbers of full-time civilian employees and the man-months of part-time employment on the basis of the relative needs of such departments, establishments, and agencies for personnel, that the aggregate number of such civilian employees (including the full-time equivalent of man-months of part-time employment) shall not exceed (i) five hundred and twenty-eight thousand nine hundred and seventy-five for the quarter beginning October 1, 1946; (ii) five hundred and one thousand seven hundred and seventy-one for the quarter beginning January 1, 1947; (iii) four hundred and seventy-four thousand five hundred and sixty-seven for the quarter beginning April 1, 1947; and (iv) four hundred and forty-seven thousand three hundred and sixty-three after June 30, 1947;

"(B) with respect to the Department of War and the Department of the Navy, the Director shall so determine the numbers of civilian employees (including the full-time equivalent of man-months of part-time employment) that at the earliest date practicable, but in no event later than July 1, 1947, the number shall not exceed one hundred and seventy-six thousand with respect to the Department of War, or one hundred thousand with respect to the Department of the Navy.

The numbers of employees specified in this paragraph shall be regarded as maximum numbers, and nothing herein shall be construed to limit the authority of the Director to establish lower aggregate numbers whenever, in his opinion, the numbers so specified are in excess of those necessary for the proper and efficient exercise of the authorized functions of the departments, establishments, and agencies to which this subsection applies. The procedural provisions of subsection (b) of this section shall be applicable with respect to determinations under this paragraph.

"(2) No provision of law heretofore or hereafter enacted authorizing the employment of personnel by, or appropriating funds for the compensation of personnel of, or conferring additional functions upon, any department, establishment, or agency, shall be construed to authorize the employment of, or payment of compensation to, a greater number of employees subject to this subsection than the number so determined by the Director with respect to such department, establishment, or agency unless such provision of law specifically authorizes the employment or payment of salaries of personnel in excess of such number, or exempts such department, establishment, or agency from the provisions of this subsection, and any such employment or payment not so authorized shall be deemed to be a violation of the provisions of section 3679 of the Revised Statutes of the United States (U. S. C., 1940 edition, title 31, sec. 665).

"(3) The provisions of this subsection shall not apply with respect to employees whose basic compensation is fixed and adjusted from time to time in accordance with prevailing rates by wage boards or similar administrative authority serving the same purpose. The provisions of subparagraph (A) of paragraph (1) shall not apply with respect to officers and employees in the field service of the Post Office Department or to officers and employees of the Veterans' Administration, but shall apply with respect to officers and employees outside the United States whose compensation is fixed in accordance with the Classification Act of 1923, as amended, and who are not excluded from the provisions of this section by the provisions of subsection (f). The provisions of subparagraph (B) of paragraph (1) shall not apply with respect to officers and employees outside the several States and the District of Columbia."

(b) Effective October 1, 1946, subsection (f) of such section is amended by striking out "(1) employees of the War and Navy Departments except those who are subject to the provisions of titles II and III of this Act; or (2)".

APPROPRIATIONS AUTHORIZED

SEC. 15. *There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.*

EFFECTIVE DATE

SEC. 16. *This Act, except section 14 (b), shall take effect on July 1, 1946.*

And the House agree to the same.

That the title of the bill be amended to read as follows: "An Act to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes."

JENNINGS RANDOLPH,
HENRY M. JACKSON,
GEORGE P. MILLER,
EDWARD H. REES,
JOHN W. BYRNES,

Managers on the Part of the House.

SHERIDAN DOWNEY,
HARRY BYRD,
B. B. HICKENLOOPER,

Managers on the Part of the Senate.

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The House amendment to the text of the bill strikes out all of the Senate bill after the enacting clause. The committee of conference recommends that the Senate recede from its disagreement to the amendment of the House, with an amendment which is a substitute for both the Senate bill and the House amendment, and that the House agree to the same.

Except for the differences noted in the following statement, the conference substitute is the same as the House amendment.

INCREASE IN RATES OF BASIC COMPENSATION

The House amendment increases the rate of basic compensation of each officer and employce in the executive, legislative, and judicial branches of the Federal Government and the District of Columbia government to whom the amendment applies by \$400 per annum over his present rate. The Federal Employees Pay Act of 1945 increased each of the rates of basic compensation contained in section 13 of the Classification Act of 1923 on June 30, 1945, by 20 percent of that part thereof which is not in excess of \$1,200 per annum, plus 10 percent of that part thereof which is in excess of \$1,200 but not in excess of \$4,600, plus 5 percent of that part thereof which is in excess of \$4,600. The Senate amendment strikes out such rates of increase and substitutes therefor 36, 18, and 9 percent, respectively. The conference substitute provides for an increase of 14 percent or \$250 per annum, whichever is greater, over the present rate of basic compensation of each officer and employee in the executive, legislative, and judicial branches of the Federal Government and the District of Columbia government to whom the substitute applies, except that any such rate of compensation shall not be increased by more than 25 percent.

As compared with the conference substitute providing an over-all average increase of 14.2 percent, the House amendment increases the basic compensation of each officer and employce at an average rate of 17.1 percent. The Senate bill provides an average increase of 11 percent over the present rates.

Except for the operation of the provisions of section 14 (a), discussed hereafter, relative annual costs of such increases in basic compensation of officers and employees in the executive branch as of June 30, 1946, computed on the basis of 970,647 employces, are shown by the following figures: House amendment \$388,300,000; Senate bill \$248,500,000; and the conference substitute \$321,700,000.

Under the operation of section 14 (a), the cost of the conference substitute would be reduced by approximately 75 percent for the fiscal year 1947, so far as the executive branch is concerned, outside of the War and Navy Departments. 11

The annual cost of increases in basic compensation in the legislative and judicial branches and the District of Columbia government under the conference substitute would be approximately \$4,700,000.

Subsections (b) and (c) of section 4 of the House amendment are not contained in the conference substitute. Subsection (b) was in the bill as reported to the House and subsection (c) was added on the floor of the House. The purpose of these subsections was to extend the benefits of the bill to heads of departments and agencies, including the Directors of the Tennessee Valley Authority and the Chairman of the Advisory Board of the Inland Waterways Corporation. This was consistent with the policy of the bill as reported to the House, since such bill repealed the salary ceiling of \$10,000 per annum established by the Federal Employees Pay Act of 1945. The House, after adopting subsection (c), restored the \$10,000 ceiling on salaries, but these subsections remained in the bill as passed by the House. Since heads of departments and agencies receive salaries of \$10,000 per annum or more these subsections are meaningless and are therefore omitted from the conference substitute.

JUDICIAL BRANCH

Section 521 of the Federal Employees Pay Act of 1945 increased the limitations of \$6,500 and \$7,500 upon the salaries of secretaries and law clerks of circuit and district judges contained in the Judiciary Appropriation Act, 1946, by the amounts necessary to pay the additional basic compensation provided by such section. Since these limitations are being repeated in the Judiciary Appropriation Act, 1947, the conference substitute adds language to the second sentence of section 521 which also increases the same limitations in the 1947 Appropriation Act and in any subsequent appropriation act.

Section 6 of the House amendment repealed section 522 of the Federal Employees Pay Act of 1945 which authorized, until June 30, 1947, additional compensation, in lieu of overtime pay, at the rate of 10 percent on not to exceed \$2,900 of salary, for officers and employees in the judicial branch. The conference substitute is in agreement with the House amendment in this respect, except that it provides that additional compensation in lieu of overtime pay shall be paid, on a permanent basis, to officers and employees of the Supreme Court of the United States, at the rate of 10 percent of their aggregate salary, and that such additional compensation shall be regarded as a part of basic compensation for the purposes of the Civil Service Retirement Act of May 29, 1930, as amended.

PERSONNEL CEILINGS

The House amendment contains a proviso in section 14 which states that, except in the case of the Veterans' Administration, no greater amount shall be appropriated to any executive department or agency for salaries for the fiscal year 1947 than the amount made available for such purpose for the fiscal year 1946. The purpose of

this proviso is, of course, to absorb the cost of the increases in compensation granted by the bill to employees in the executive branch by reducing the number of such employees.

It would be a practical impossibility to separate from the service as of the close of business on June 30, 1946, the entire number of employees necessary to absorb the cost of such increases. Moreover, if the separations were averaged throughout the fiscal year 1947, twice the number of employees would have to be discharged to accomplish this purpose. This would result in reducing total personnel to a point which would absorb twice the cost of the increases in compensation for the fiscal year beginning July 1, 1947, and would seriously endanger the ability of the executive departments and agencies to perform the functions imposed upon them by acts of Congress. Also, evidence presented to the conferees led to the conclusion that a limitation based solely upon the amount of funds appropriated or expended for personal services during the fiscal year 1947 would be impracticable to administer and would result in inequities in application. On the other hand, it is apparent that the number of personnel in the executive branch can be substantially reduced without affecting the proper and efficient exercise of the authorized functions of the executive branch.

The conference substitute provides a plan requiring the absorption of a major part of the pay increases through a gradual reduction of personnel during the fiscal year 1947. Such substitute amends section 607 of the Federal Employees Pay Act of 1945, which imposes upon the Director of the Bureau of the Budget the duty of establishing quarterly personnel ceilings, by adding a new subsection (g) requiring the Director in establishing such ceilings to determine the number of employees in the executive branch (except employees of the War and Navy Departments and employees referred to in the following paragraph) so that the aggregate number will not exceed 528,975 for the quarter beginning October 1, 1946, 501,771 for the quarter beginning January 1, 1947, 474,567 for the quarter beginning April 1, 1947, and 447,363 after June 30, 1947. If these limitations on employment are adhered to, there will result a saving during the fiscal year 1947 with respect to the employees affected of approximately 75 percent of the cost of the increases in compensation granted by this bill and an absorption of more than the entire cost of the increases for succeeding fiscal years. At the same time the number of employees will not be reduced to as low a figure as would be the case if the total cost of the increases were absorbed during the fiscal year 1947. The number of employees stipulated for each quarter is based on an initial estimate of 556,179 on June 30, 1946, and on the assumption that the reductions to meet the respective ceilings will take place gradually throughout the preceding quarter. In view of the existing uncertainty as to the personnel requirements of the War and Navy Departments during the course of the fiscal year 1947, such departments are not required to meet ceilings quarterly, but the Director of the Bureau of the Budget is required to effect a reduction so that at the earliest practicable date, but in no event later than July 1, 1947, the number of civilian personnel will not exceed 176,000 in the War Department and 100,000 in the Navy Department.

The employees of the Veterans' Administration, employees in the field service of the Post Office Department, employees of the government of the District of Columbia, and employees whose basic compensation is fixed and adjusted from time to time in accordance with prevailing rates by wage boards or similar administrative authority serving the same purpose, are exempted from the ceilings fixed by this subsection, but employees, other than those of the War and Navy Departments, outside the United States whose compensation is fixed in accordance with the Classification Act of 1923, and who are not excluded from the provisions of section 607 by subsection (f) of such section, are included. With respect to the War and Navy Departments, only employees in the several States and the District of Columbia are included in the ceilings.

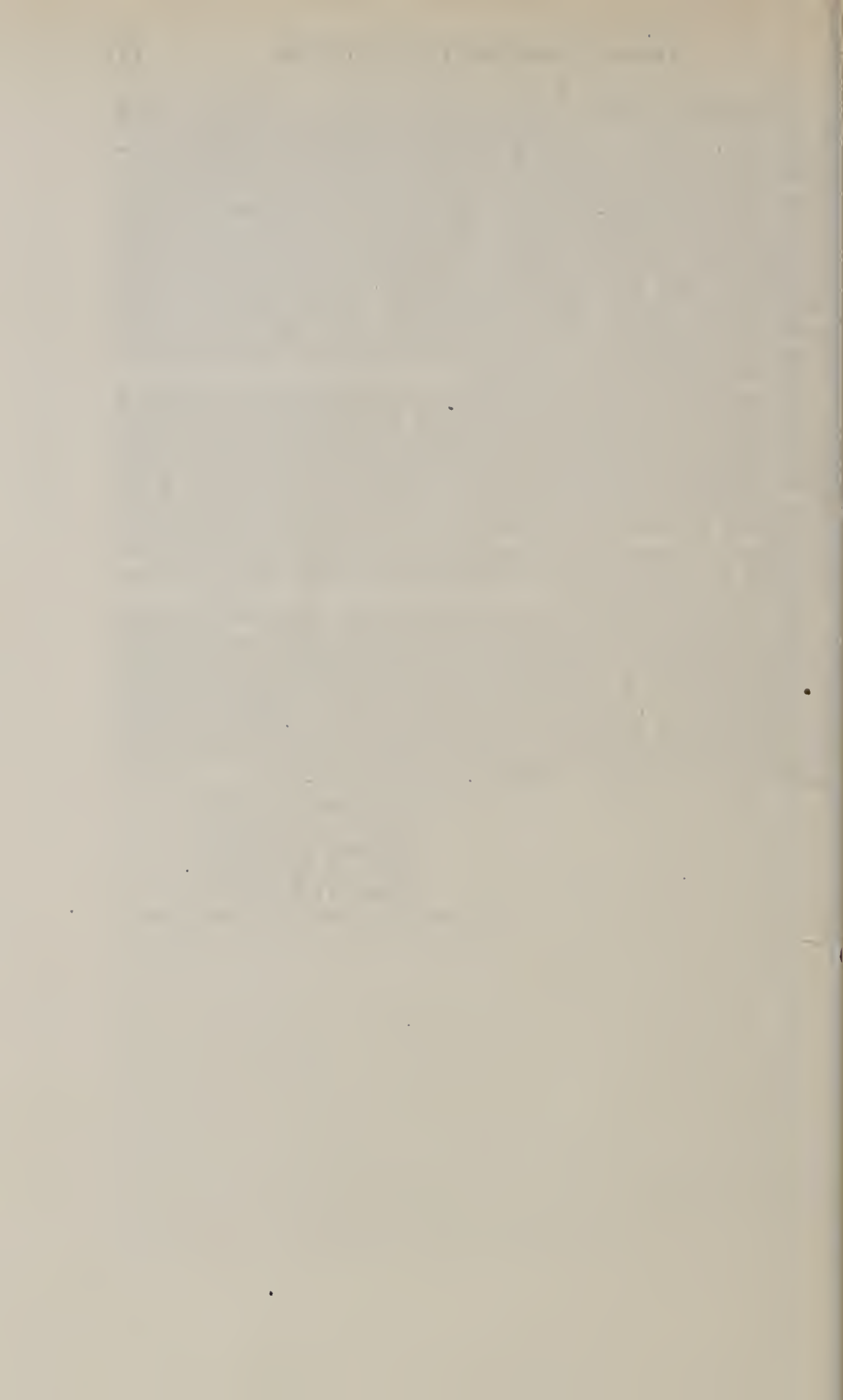
Subsection (g) also provides that any employment of, or payment of compensation to, a greater number of employees than the number determined by the Director of the Bureau of the Budget with respect to any department, establishment, or agency, under authority of such subsection shall be deemed to be a violation of section 3679 of the Revised Statutes (the antideficiency law) unless a provision of law specifically authorizes the employment of, or payment of salaries to, personnel in excess of the number determined by the Director, or exempts such department, establishment, or agency from the provisions of such subsection.

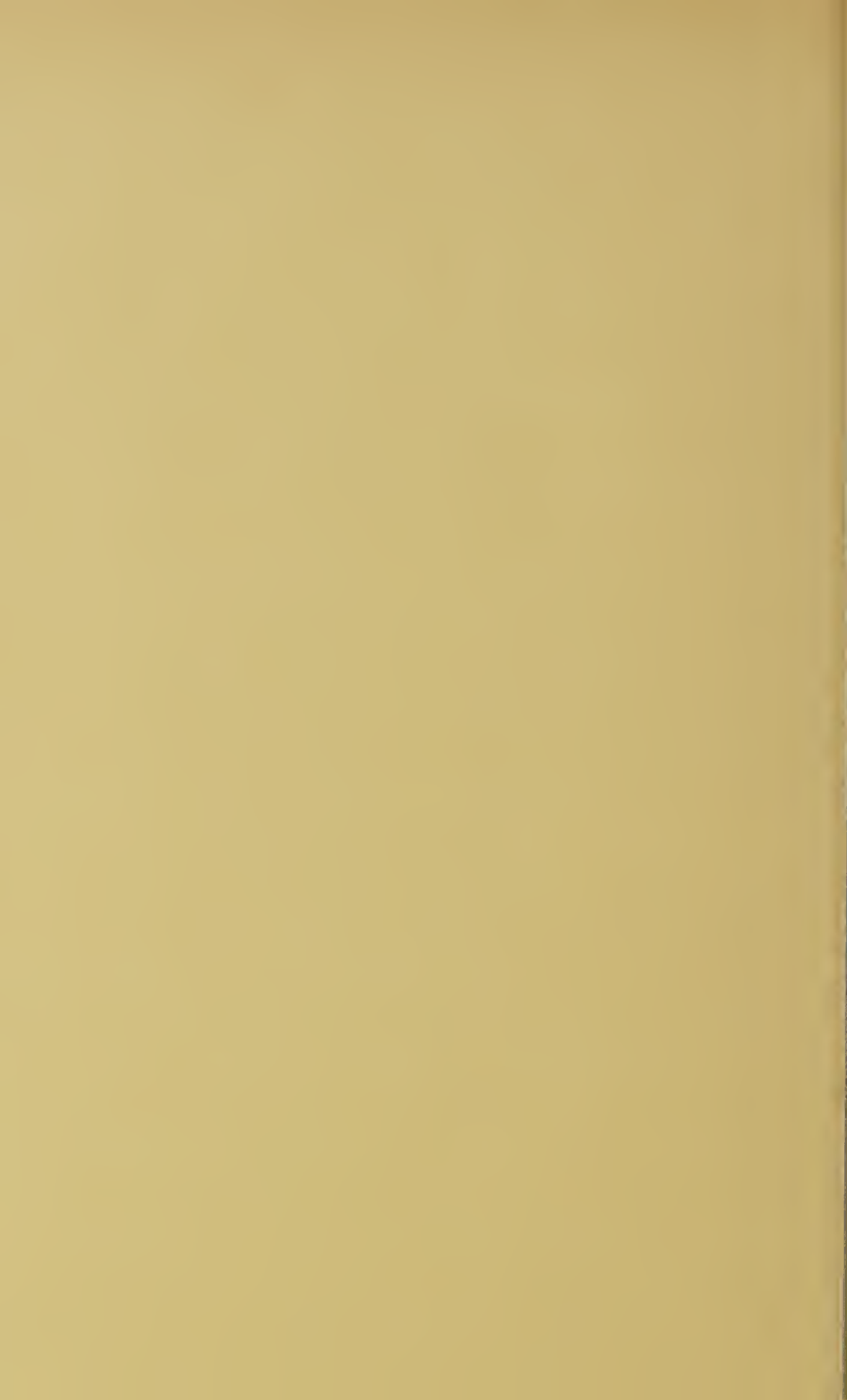
Section 607 (f) of the Federal Employees Pay Act of 1945 excluded from the authority of the Director of the Bureau of the Budget to establish quarterly personnel ceilings, until the cessation of hostilities in World War II as proclaimed by the President, wage-schedule or prevailing-rate employees of the War and Navy Departments, who were not subject to titles II and III of that act. Section 14 (b) of the conference substitute brings these employees under the Director's authority in this respect, effective October 1, 1946.

JENNINGS RANDOLPH,
HENRY M. JACKSON,
GEORGE P. MILLER,
EDWARD H. REES,
JOHN W. BYRNES,

Managers on the Part of the House.







DIGEST OF
CONGRESSIONAL PROCEEDINGS
OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
Legislative Reports and Service Section
(For Department staff only)

Issued May 20, 1946
For actions of May 17, 1946
79th-2nd, No. 93

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HIGHLIGHTS: Both Houses agreed to conference report on Federal pay bill; ready for President. House passed legislative appropriation bill. House committee reported bill to continue Federal operation of Agricultural Conservation program. Senate agreed to conference report on bill to continue Farm Bankruptcy Act until Mar. 31, 1947. Sen. Stewart introduced bill to abolish OPA and transfer some of its functions to USDA. Sens. George and Butler introduced measure to extend period in which alcohol plants may produce sugars and sirups. Sen. O'Daniel said labor-disputes bill should protect marketing of non-perishable, as well as perishable, commodities from labor-union interference.

HOUSE

1. **FEDERAL PAY BILL.** Both houses agreed to the conference report on this bill, S. 1415 (pp. 5326-30, 5300-6). This bill will now be sent to the President. For its provisions see Digest 92.
2. **LEGISLATIVE APPROPRIATION BILL.** Passed without amendment this bill, H. R. 6429 (pp. 5330-9). For its provisions see Digest 91.
3. **AGRICULTURAL CONSERVATION PROGRAM.** The Agriculture Committee reported without amendment H. R. 6459, to continue Federal operation of the Soil Conservation and Domestic Allotment Act program for 2 years (H. Rept. 2074)(p. 5340).
4. **SURPLUS PROPERTY.** Rep. Price, Ill., defended Gen. Gregory against charges that the War Assets Administration is inefficient (p. 5340).
5. **ADJOURNED** until Mon., May 20 (p. 5340). The Majority Leader announced this week's program as follows: Mon., Coast Guard appropriation bill, Gwynne statute-of-limitations bill, consent calendar; Tues., private calendar, administrative-law bill, UNESCO bill; Wed., calendar Wed. (call rests with Banking and Currency); Thurs. and Fri., naval appropriation bill (p. 5337).

SENATE

6. **FARM BANKRUPTCY.** Agreed to conference report on H.R. 5504, to extend the Farm Bankruptcy Act until March 31, 1947 (pp. 5307-8).
7. **LABOR DISPUTES.** Continued debated on H.R. 4908, to provide additional facilities for the mediation of labor disputes (pp. 5271-7, 5280-3, 5288-96, 5306-7). During

- the debate Sen. O'Daniel, Tex., stated that the bill should protect marketing of non-perishable, as well as perishable, commodities from labor-union interference (pp. 5295-6).
8. GENERAL PULASKI'S MEMORIAL. Sen. Saltonstall, Mass., commended the Judiciary Committee's favorable report on H.J.Res. 304, to authorize the President to proclaim Oct. 11, 1946, General Pulaski's Memorial day (p. 5308).
 9. PRICE CONTROL. Sen. Hickenlooper, Iowa, criticized OPA's price control regulations on lumber and included sundry letters and OPA's regulations on the subject (pp. 5296-300).
Sen. Capper, Kans., inserted a Young Republicans' (Kans. 4th Congressional District) resolution opposing price-control extension (pp. 5269-70).
 10. FOOD RATIONING. Sen. Capper, Kans., inserted a Service Supreme Grocers Corp. (Kans.) letter opposing food rationing (p. 5269).
 11. GOVERNMENT TRAFFIC. The Commerce Committee reported with amendments H.R. 3565, to authorize the charging of tolls for the passage or transit of Government traffic over the San Francisco-Oakland Bay Bridge (S.Rept. 1362) (p. 5270).
 12. EDUCATION; VETERANS. Sen. Mead, N.Y., discussed the educational facilities for veterans and included sundry statements on the subject (pp. 5283-8).
 13. ADJOURNED until Mon., May 20 (p. 5308).

BILLS INTRODUCED

14. BUDGET BALANCING. S. 2197 and S. 2198 (see Digest 91) provide that, if on July 31, 1947, the aggregate appropriations for the fiscal year 1947 exceeds \$31,500,000,000 the President shall fix and proclaim a uniform percentage reduction in all appropriations for that fiscal year (except as to permanent appropriations and those servicing the public debt, veterans' pensions, and benefits, and trust funds) in order to reduce the aggregate appropriation funds for the 1947 fiscal year to \$31,500,000,000.
15. PRICE CONTROL. S. 2215, by Sen. Stewart, Tenn., to abolish the OPA and to transfer certain of its functions to the Secretary of Agriculture and the National Housing Administrator. To Banking and Currency Committee. (p. 5270).
16. ALCOHOL; SUGAR. S. J. Res. 162, by Sen. George, Ga. (for himself and Sen. Butler, Nebr.), extending for 7 months the period of time during which alcohol plants are permitted to produce sugars or sirups simultaneously with the production of alcohol. To Finance Committee. (p. 5270.) Remarks of author (p. 5288). It is understood that this bill was introduced with the approval of the Committee.
17. FARM LOANS. H.R. 6477, by Rep. Flannagan, Va., to amend Sec. 32 of the Emergency Farm Mortgage Act and Sec. 3 of the Federal Farm Mortgage Corporation Act. To Agriculture Committee. (p. 5340.)

ITEMS IN APPENDIX

18. FEED SHORTAGE. Rep. Smith, Wis., inserted a Racine (Wis.) Journal-Times article reporting that flour is being fed to livestock, since field dealers have to buy it in order to get bran or middlings for feed and then being unable to sell it they mix it in with livestock feed (pp. A2936-7).

routing of lumber through distribution-yard channels.

It is recognized that this amendment, while assuring that lumber sold at distribution-yard prices is made through a bona fide distribution-yard sale, may, nevertheless, permit an increasing amount of the available lumber supply to be routed through distribution yards having some connection with a mill. This may operate to the disadvantage of other distribution yards and other purchasers without mill associations which normally obtained their lumber in carload quantities at mill prices. Such purchasers may find it increasingly difficult to obtain lumber except at distribution-yard prices from yards associated with mills resulting in higher costs and greatly reduced margins for the independent yard. To the extent that distribution-yard prices permit an unusually favorable profit to the distributor of lumber assured of a direct mill supply, this possibility is enhanced. Despite this possibility, however, the provisions of this amendment have the approval of the majority of the members of the Softwood Distribution Yard Industry Advisory Committee.

As one alternative to this action, careful consideration was given to a provision intended to minimize the diversion of lumber to yards with mill connections by prohibiting yards associated with mills from selling at distribution-yard prices any larger amount of lumber produced by associated mills than was sold by such yards in a base period, with the effect of earmarking a definite proportion of the lumber produced for direct mill purchases in carload quantities for independent retail yards as well as large consumers. All elements of the retail lumber industry which have expressed themselves with respect to it have recommended that such a restriction not be made. In view of these recommendations and since such a restriction might require drastic readjustment of the sales allocation of some existing sellers, the Administrator has not adopted it.

Prior to the issuance of this amendment the Price Administrator has consulted so far as practicable with representatives of the industry and has given consideration to their recommendations.

All provisions of this amendment and their effect upon business practices, cost practices or methods, or means or aids to distribution in the industry or industries affected have been carefully considered. No provisions which might have the effect of requiring a change in such practices, methods, means, or aids have been included in the amendment unless such provisions have been found necessary to achieve effective price control and to prevent circumvention or evasion of the amendment or of the act. To the extent that the provisions of this amendment compel or may operate to compel changes in business practices, cost practices or methods, or means or aids to distribution established in the industry or industries affected, such provisions are necessary to prevent circumvention of this amendment or of the Emergency Price Control Act of 1942, as amended.

In view of the above considerations, the Administrator finds that this amendment is necessary and proper and consistent with the purposes and standards of the Emergency Price Control Act of 1942, as amended, and with the Executive orders of the President.

Issued this 23d day of April 1946.

PAUL A. PORTER,
Administrator.

Mr. HICKENLOOPER. Mr. President, I shall not burden the Senate with reading regulation No. 20, which went into effect on the 23d of April, but I shall state its effect. I do so because the OPA makes the same statement in its explanation, which will appear in their statement in connection with the order, namely, that

they were unable to enforce their own regulation preventing producers, that is, the loggers and the log operators, from operating retail lumber yards. There was a regulation against that, but they admit here that they could not enforce it. Therefore what does OPA do? It abolishes the regulation and now allows the wholesale producer of lumber to open up retail yards at will. He can sell all he desires, providing he does not sell in carload lots, under 500 miles from the location of his factory, or his producing area, and he cannot ship it in shipload lots within 500 miles.

The practice has grown up, ever since that order went into effect, on April 23, for the great majority of lumber producers, instead of selling on the wholesale market to retail lumber yards throughout the Middle West and the East, to open up their own retail yards and sell their own products at retail prices, in locations near the lumber centers, thereby getting, not only the wholesale profit, if any, which they had been getting, but the entire retail profit as well, and the retail lumber dealer must either buy the lumber at retail, and then merely trade dollars, and pay the expenses of transportation, or not get it, and have to shut up shop.

The Middle West lumber dealer, the man who cannot truck the lumber, who lives so far away from the logging centers and the mill centers that he cannot truck, either is out of business today, or will be shortly, when his present supplies are exhausted.

OPA has now put the cap sheaf, in my opinion, if it continues this order, upon the shock of destruction of the retail lumbermen of the Middle West and East.

I suggest that in the consideration of OPA policy, and of what they are doing through the outlets and distribution centers of this country, Members of the Senate read carefully not only the order, but OPA's own explanation of its inability to enforce its own regulations which it once thought were good, but now is discarding, having gone over to the side of the "enemy," so to speak, and under which practice they are permitting the doing legally of the very things which a few weeks ago they said were atrocious, and were destructive of public morals under a price policy.

Mr. President, I wish to call to the attention of the Senate another activity of OPA. I have in my hand a form letter, one of a good many such letters which were sent out of the district office of OPA in the city of Des Moines. The letter is dated May 6, 1946. I have another such form letter dated May 7. I have several such letters. The ones I have seem to be dated May 6 or May 7. The letter is addressed:

A. I. MADDEN,
Insurance Exchange Building,
Des Moines, Iowa.
DEAR SIR—

Bear in mind, Mr. President, that this is a mimeographed form letter with blanks left at certain places in the letter to fill in the appropriate data applicable to the addressee. The letter proceeds—On February 20, 1946, a certificate of transfer was filed with your local board for a (new) automobile purchased by you. An investi-

gation is now being conducted with reference to the sales made by—

And then there is filled in typewriting the name "Jensen-Dunn Co."

I call attention, Mr. President, to the last sentence:

An investigation is now being conducted with reference to the sales made by Jensen-Dunn Co.

The letter continues:

Will you please call at your local price-control board, 525 Sixth Avenue, Des Moines, Iowa, room No. 208, on May 10, 1946, at 2 p. m., bringing with you all papers in your possession pertaining to the above-mentioned automobile, so that a representative of this office can discuss the purchase with you?

If the time designated for your appearance is not convenient, will you please call your price-control board to arrange for a more convenient time?

Your cooperation in this matter will be greatly appreciated.

Very truly yours,

MAURICE L. MERRITT,
Chief, Rent and Durable Goods
Enforcement Section.

(For the district enforcement attorney.)

I have a number of such letters which were sent to purchasers of new automobiles. The startling thing about this is that every one of them refers to a new automobile sold by as reputable automobile dealers as there are in the United States, by men that I know of, by business concerns that I know of, businesses upon which no stain of law violation or culpability has ever been placed. They are men who have built businesses over the years in that city. I have received only eight or ten such letters in response to the hurried request I made for them; but I am informed that the district office of OPA, by direction of Washington, is ordering these circular letters to be sent out, and I believe is also doing the same thing in Milwaukee, and I believe in certain areas in the South, literally charging responsible and decent businessmen, at least they are such in the eyes of their customers, with probably being law violators and criminals, when the customer himself has made no complaint, and has no complaint, and when in fact in most instances the OPA has never questioned the dealer, and when there is not in fact, so far as the dealer knows, any investigation of his activities or his sales prices. As I happen to know, because I have received communications from them, it has raised in the minds of a number of persons, the fear that perhaps this old-established company has suddenly become a criminal, a black-market operator, and that the new cars they bought, based upon ceiling prices, based upon regulations, may in some way involve the customers in some illegal act.

Mr. President, it is the most insidious assault and presumption of criminality directed against honest and decent businessmen by a Government agency, if you please by their Government, that I have ever seen. It smacks of the OGPU and the Gestapo.

Mr. FERGUSON. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. I yield.

Mr. FERGUSON. Has the Senator been able to discover why these letters are being sent out? Does the Senator

know what the real purpose of the OPA is in sending them out?

Mr. HICKENLOOPER. I will say to the Senator from Michigan that I have not received any explanation from the OPA. I received the letters only today. I have letters applicable to about five different automobile companies in Des Moines. All of them are reliable business concerns. My information is that none of these automobile companies has been visited by an OPA representative or a checker; that the companies themselves have not been under investigation, so far as they know, and yet their customers of long standing come in in fear and trembling lest those with whom they have done business for many years in the past have suddenly become black marketers.

Mr. FERGUSON. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. I yield.

Mr. FERGUSON. The reason for my inquiry was that I recall representatives of the OPA coming before the Committee on Appropriations on various occasions and requesting more money, with the statement that they needed the additional money for investigating purposes. I wonder whether this is not a case of their using money so appropriated to make investigations when there is no need and no cause whatsoever for making them, when there is not even, as we usually say, a suspicion that there has been a violation, let alone real evidence of one. We in the Senate should know if OPA is using the money appropriated to it to send out such letters as the Senator has referred to, asking the buyer of an automobile to come forward and make a report with respect to his purchase of an automobile.

Mr. HICKENLOOPER. And, I might add, raising the unjust suspicion in the minds of law abiding citizens that the business establishments which have been in existence in these towns for many years have become criminals.

Mr. FERGUSON. Yes. The tendency today on the part of OPA seems to be to want to discredit business. To go to a man's customer and inquire whether he has committed a crime could be one method and a very effective method of discrediting business. I do not believe that money was appropriated for the purpose of sending out such letters or for the purpose of discrediting honest reliable businessmen in the sale of automobiles or of any other products.

Mr. HICKENLOOPER. I thank the Senator from Michigan.

Mr. President, as I have said, I have information that the same thing is being done in Milwaukee, Wis., and in certain places in the South, I believe in Georgia, and in many other places the exact location of which I do not now know. This act on the part of OPA may be likened, if such were the case, to the prosecutor of the District of Columbia in some way obtaining a customer list of the fine retail stores of the District of Columbia, and, without ever sending investigators into the stores, circularizing the customer lists, let us say of Woodward & Lothrop, or any of the other stores of the District, and saying to the customers, "The store from which you made these

purchases is under investigation by OPA to see whether they have gouged you on prices or are guilty of criminal activities. Will you please bring in your records." It amounts to the same thing as circulating the whole customer list of the store, when as a matter of fact no investigation had ever been instituted at the source of the alleged inquiry.

Mr. President, I say that it smacks of methods which are not American investigative methods; they are not methods within the accepted province and the accepted activities of American prosecutors. They are not methods which are calculated to inspire confidence on the part of the public, but are methods of Government confusion, Government fear, Government doubt, and Government oppression.

I do not have any doubt in my own mind that there are countless instances in this country of violations of automobile ceilings, but I will say that I think the overwhelming violations of regulations respecting sale and transfer of automobiles are occurring in what might be called the black market, fly-by-night field of operators in the automobile business, and not by the legitimate, well-established and long-established men of the community who have built their businesses and their reputations in the past upon public confidence. Letters of this kind will destroy the public confidence in legitimate businessmen and established firms quicker than any other method, for suspicion, over the signature of Government officials, is implanted in the minds of customers that their friend, from whom they have bought automobiles, and who is well established, may be a criminal. "We are investigating."

Mr. President, I shall have more to say later on this subject. I now ask unanimous consent to have printed in the RECORD the letter to which I referred, as an illustration of a number of such letters which I have received.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

OFFICE OF PRICE ADMINISTRATION,
Des Moines, Iowa, May 6, 1946.

A. I. MADDEN,
Insurance Exchange Building,
Des Moines, Iowa.

DEAR SIR: On February 20, 1946, a certificate of transfer was filed with your local board for a (new) automobile purchased by you. An investigation is now being conducted with reference to the sales made by Jensen-Dunn Co.

Will you please call at your local price-control board, 525 Sixth Avenue, Des Moines, Iowa, room No. 208, on May 10, 1946, at 2 p. m. bringing with you all papers in your possession pertaining to the above-mentioned automobile, so that a representative of this office can discuss the purchase with you.

If the time designated for your appearance is not convenient, will you please call your local price-control board to arrange for a more convenient time.

Your cooperation in this matter will be greatly appreciated.

Very truly yours,

MAURICE L. MERRITT,
Chief, Rent and Durable Goods
Enforcement Section.

(For the district enforcement attorney.)

Mr. HICKENLOOPER. At this time I merely wanted to call the attention of

the Senate to the activity and the methods that OPA is even now pursuing in these days of reconversion, and I call it to the attention of the Senate because I think it merits serious consideration and attention by Members of this body.

INCREASE IN COMPENSATION OF FEDERAL EMPLOYEES—CONFERENCE REPORT

Mr. DOWNEY submitted the following report:

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House to the text of the bill and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the House amendment insert the following:

"SHORT TITLE

"SECTION 1. This act may be cited as the 'Federal Employees Pay Act of 1946'.

"INCREASE IN CLASSIFICATION ACT PAY RATES

"SEC. 2. (a) Each of the existing rates of basic compensation provided by section 13 of the Classification Act of 1923, as amended and supplemented, except those affected by subsection (b) of this section, is hereby increased by 14 per centum or \$250 per annum, whichever is the greater, except that no such rate shall be increased by more than 25 per centum. Such augmented rates shall be considered to be the regular rates of basic compensation provided by such section.

"(b) (1) The proviso to the fifth paragraph under the heading 'Crafts, Protective, and Custodial Service' in section 13 of the Classification Act of 1923, as amended, is hereby amended to read as follows: 'Provided, That charwomen working part time be paid at the rate of 90 cents an hour, and head charwomen at the rate of 95 cents an hour'.

"(2) Such section is amended so as to provide the following rates of compensation for positions in the clerical-mechanical service:

"Grade 1, 90 to 97 cents an hour.

"Grade 2, \$1.04 to \$1.12 an hour.

"Grade 3, \$1.20 to \$1.27 an hour.

"Grade 4, \$1.35 to \$1.49 an hour.

"(c) The increase in existing rates of basic compensation provided by this section shall not be construed to be an 'equivalent increase' in compensation within the meaning of section 7 (b) (1) of the Classification Act of 1923, as amended.

"INCREASE IN PAY RATES FOR CUSTOMS CLERKS AND IMMIGRANT INSPECTORS

"SEC. 3. Each of the existing rates of basic compensation provided by the Act entitled 'An Act to adjust the compensation of certain employees in the Customs Service', approved May 29, 1928, as amended and supplemented, and those provided by the second paragraph of section 24 of the Immigration Act of 1917, as amended and supplemented, are hereby increased by 14 per centum or \$250 per annum, whichever is the greater, except that no such rate shall be increased by more than 25 per centum. Such augmented rates shall be considered to be the regular rates of basic compensation.

"INCREASE IN STATUTORY PAY RATES IN THE EXECUTIVE BRANCH NOT UNDER CLASSIFICATION ACT

"SEC. 4. Rates of basic compensation specifically provided by statute (including any increase therein computed in accordance with

section 602 (b) of the Federal Employees Pay Act of 1945) for positions in the executive branch or the District of Columbia municipal government which are not included in section 102, as amended, of the Federal Employees Pay Act of 1945 or in the District of Columbia Teachers' Salary Act of 1945, and are not increased by any other provision of this Act, are hereby increased by 14 per centum or \$250 per annum, whichever is the greater, except that no such rate shall be increased by more than 25 per centum. Such augmented rates shall be considered to be the regular rates of basic compensation.

"INCREASE IN PAY RATES IN THE LEGISLATIVE BRANCH

"SEC. 5. (a) The first sentence of section 501 of the Federal Employees Pay Act of 1945 is amended by inserting before the period at the end thereof a comma and the following: 'plus (A) 14 per centum of his rate of compensation (including the additions thereto resulting from the application of the foregoing percentages), or (B) \$250 per annum, whichever is the greater, except that such rate of compensation shall not be increased by more than 25 per centum'.

"(b) The second sentence of such section 501 is amended to read as follows: 'The additional compensation provided by this section and section 502 shall be considered a part of the basic compensation of any such officer or employee for the purposes of the Civil Service Retirement Act of May 29, 1930, as amended.'

"(c) Section 502 of such Act is amended to read as follows:

"'ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

"SEC. 502. Each officer and employee in or under the legislative branch entitled to the benefits of section 501 of this Act shall be paid additional compensation at the rate of 10 per centum of the aggregate of the rate of his basic compensation and the rate of additional compensation received by him under section 501 of this Act.'

"INCREASE IN PAY RATES IN THE JUDICIAL BRANCH

"SEC. 6. (a) The first sentence of section 521 of the Federal Employees Pay Act of 1945 is amended by inserting before the period at the end thereof a comma and the following: 'plus (A) 14 per centum of his rate of compensation (including the additions thereto resulting from the application of the foregoing percentages), or (B) \$250 per annum, whichever is the greater, except that such rate of compensation shall not be increased by more than 25 per centum'.

"(b) The second sentence of such section 521 is amended to read as follows: 'The limitations of \$6,500 and \$7,500 with respect to the aggregate salaries payable to secretaries and law clerks of circuit and district judges, contained in the eighth paragraph under the head 'Miscellaneous Items of Expense' in The Judiciary Appropriation Act, 1946 (Public Law Numbered 61, Seventy-ninth Congress), or in any subsequent appropriation Act, shall be increased by the amounts necessary to pay the additional basic compensation provided by this section; and the changes in the rates of basic compensation in the Classification Act of 1923, as amended, made by section 405 of this Act and section 2 of the Federal Employees Pay Act of 1946 shall not be taken into account in fixing salaries under any such appropriation Act.'

"(c) Section 522 of such Act is amended to read as follows:

"'ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

"SEC. 522. (a) Each officer and employee of the Supreme Court of the United States entitled to the benefits of section 521 of this Act shall be paid additional compensation

at the rate of 10 per centum of the rate of his basic compensation. As used in this subsection the term "basic compensation" includes the additional basic compensation provided by section 521 of this Act.

"(b) The additional compensation provided by subsection (a) of this section shall be considered a part of the basic compensation of any such officer or employee for the purposes of the Civil Service Retirement Act of May 29, 1930, as amended.'

"LIMITATION ON AGGREGATE RATE PAYABLE

"SEC. 7. (a) Section 603 (b) of the Federal Employees Pay Act of 1945 is amended by inserting after the words 'by reason of the enactment of this Act' the words 'or any amendment thereto'.

"(b) Notwithstanding any other provision of this Act, no officer or employee shall, by reason of the enactment of this Act, be paid with respect to any pay period, basic compensation, or basic compensation plus any additional compensation provided by the Federal Employees Pay Act of 1945, as amended, at a rate in excess of \$10,000 per annum.

"VESSEL EMPLOYEES

"SEC. 8. (a) Section 102 (d) of the Federal Employees Pay Act of 1945 is amended to read as follows:

"(d) This Act, except sections 606 and 607, shall not apply to employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, to vessel employees of the Coast and Geodetic Survey, to vessel employees of the Department of the Interior, or to vessel employees of the Panama Railroad Company.'

"(b) Section 606 of such Act is amended to read as follows:

"VESSEL EMPLOYEES

"SEC. 606. Employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, vessel employees of the Coast and Geodetic Survey, vessel employees of the Department of the Interior, and vessel employees of the Panama Railroad Company, may be compensated in accordance with the wage practices of the maritime industry.'

"COMPENSATORY TIME OFF FOR IRREGULAR OR OCCASIONAL OVERTIME WORK

"SEC. 9. Section 202 (a) of the Federal Employees Pay Act of 1945 is amended by striking out 'forty-eight hours' and inserting in lieu thereof 'forty hours'.

"NIGHT PAY DIFFERENTIAL

"SEC. 10. That part of section 301 of the Federal Employees Pay Act of 1945 which precedes the first proviso is amended to read as follows: 'Any officer or employee to whom this title applies who is assigned to a regularly scheduled tour of duty, any part of which including overtime, falls between the hours of 6 o'clock postmeridian and 6 o'clock antemeridian, shall, for duty between such hours, excluding periods when he is in a leave status, be paid compensation at a rate 10 per centum in excess of his rate of basic compensation for duty between other hours.'

"PAY FOR HOLIDAY WORK

"SEC. 11. That part of the first sentence of section 302 of the Federal Employees Pay Act of 1945 which precedes the proviso is amended to read as follows: 'Any officer or employee to whom this title applies who is assigned to duty on a holiday designated by Federal statute or Executive order during hours which fall within his basic administrative work-week of forty hours shall be compensated for not to exceed eight hours of such duty, excluding periods when he is in a leave status, in lieu of his regular rate of basic compensation for such duty, at the rate of twice such regular rate of basic compensa-

tion, in addition to any extra compensation for night duty provided by section 301 of this Act.'

"PAY RATES FOR GRADES 9 AND 10 OF THE CRAFTS, PROTECTIVE, AND CUSTODIAL SERVICE OF THE CLASSIFICATION ACT

"SEC. 12. (a) Section 13 of the Classification Act of 1923, as amended, is hereby further amended by striking out the second paragraph relating to grade 9 of the Crafts, Protective, and Custodial Service and substituting therefor the following:

"The annual rates of compensation for positions in this grade shall be \$2,870, \$2,980, \$3,090, \$3,200, \$3,310, \$3,420, and \$3,530.'

"(b) Section 13 of the Classification Act of 1923, as amended, is hereby further amended by striking out the second paragraph relating to grade 10 of the Crafts, Protective, and Custodial Service and substituting therefor the following:

"The annual rates of compensation for positions in this grade shall be \$3,200, \$3,310, \$3,420, \$3,530, \$3,640, \$3,750, and \$3,860.'

"(c) With respect to grades 9 and 10 of the Crafts, Protective, and Custodial Service, the increase in rates of basic compensation provided by section 2 of this Act shall be computed on the rates of basic compensation established for such grades, as amended by subsections (a) and (b) of this section.

"GENERAL ACCOUNTING OFFICE

SEC. 13. This Act and any other general legislation heretofore or hereafter enacted governing the employment, compensation, emoluments, and status of officers and employees of the United States shall apply to officers and employees of the General Accounting Office in the same manner and to the same extent as if such officers and employees were in or under the executive branch of the Government.

"PERSONNEL CEILINGS

"SEC. 14. (a) Section 607 of the Federal Employees Pay Act of 1945 is amended by adding at the end thereof a new subsection as follows:

"(g) (1) In carrying out the provisions of subsection (b) of this section—

"(A) with respect to the departments (other than the Department of War and the Department of the Navy), establishments, and agencies (including Government-owned or controlled corporations) in the executive branch, the Director shall so determine the numbers of full-time civilian employees and the man-months of part-time employment on the basis of the relative needs of such departments, establishments, and agencies for personnel, that the aggregate number of such civilian employees (including the full-time equivalent of man-months of part-time employment) shall not exceed (i) five hundred and twenty-eight thousand nine hundred and seventy-five for the quarter beginning October 1, 1946; (ii) five hundred and one thousand seven hundred and seventy-one for the quarter beginning January 1, 1947; (iii) four hundred and seventy-four thousand five hundred and sixty-seven for the quarter beginning April 1, 1947; and (iv) four hundred and forty-seven thousand three hundred and sixty-three after June 30, 1947;

"(B) with respect to the Department of War and the Department of the Navy, the Director shall so determine the numbers of civilian employees (including the full-time equivalent of man-months of part-time employment) that at the earliest date practicable, but in no event later than July 1, 1947, the number shall not exceed one hundred and seventy-six thousand with respect to the Department of War, or one hundred thousand with respect to the Department of the Navy.

The numbers of employees specified in this paragraph shall be regarded as maximum numbers, and nothing herein shall be con-

strued to limit the authority of the Director to establish lower aggregate numbers whenever, in his opinion, the numbers so specified are in excess of those necessary for the proper and efficient exercise of the authorized functions of the departments, establishments, and agencies to which this subsection applies. The procedural provisions of subsection (b) of this section shall be applicable with respect to determinations under this paragraph.

"(2) No provision of law heretofore or hereafter enacted authorizing the employment of personnel by, or appropriating funds for the compensation of personnel of, or conferring additional functions upon, any department, establishment, or agency, shall be construed to authorize the employment of, or payment of compensation to, a greater number of employees subject to this subsection than the number so determined by the Director with respect to such department, establishment, or agency unless such provision of law specifically authorizes the employment or payment of salaries of personnel in excess of such number, or exempts such department, establishment, or agency from the provisions of this subsection, and any such employment or payment not so authorized shall be deemed to be a violation of the provisions of section 3679 of the Revised Statutes of the United States (U. S. C., 1940 edition, title 31, sec. 665).

"(3) The provisions of this subsection shall not apply with respect to employees whose basic compensation is fixed and adjusted from time to time in accordance with prevailing rates by wage boards or similar administrative authority serving the same purpose. The provisions of subparagraph (A) of paragraph (1) shall not apply with respect to officers and employees in the field service of the Post Office Department or to officers and employees of the Veterans' Administration, but shall apply with respect to officers and employees outside the United States whose compensation is fixed in accordance with the Classification Act of 1923, as amended, and who are not excluded from the provisions of this section by the provisions of subsection (f). The provisions of subparagraph (B) of paragraph (1) shall not apply with respect to officers and employees outside the several States and the District of Columbia."

"(b) Effective October 1, 1946, subsection (f) of such section is amended by striking out '(1) employees of the War and Navy Departments except those who are subject to the provisions of titles II and III of this Act; or (2)'."

"APPROPRIATIONS AUTHORIZED

"SEC. 15. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.

"EFFECTIVE DATE

"SEC. 16. This Act, except section 14 (b), shall take effect on July 1, 1946."

And the House agree to the same.

That the title of the bill be amended to read as follows: "An act to increase the rates of compensation of officers and employees of the Federal Government, and for other purposes."

SHERIDAN DOWNEY,
HARRY BYRD,
B. B. HICKENLOOPER,

Managers on the Part of the Senate.

JENNINGS RANDOLPH,
HENRY M. JACKSON,
GEORGE P. MILLER,
EDWARD H. REES,
JOHN W. BYRNES,

Managers on the Part of the House.

Mr. DOWNEY. Mr. President, the conference report has been accepted by the House, and I move its adoption by the Senate.

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. LANGER. Mr. President, I wish the RECORD to show that as a conferee I did not sign the report.

The PRESIDING OFFICER. The RECORD will so show.

Mr. DOWNEY. Mr. President, the chief point in this conference report to which the attention of the Senate should first be directed is that the bill provides for a 14-percent increase in present salaries. In addition there is a somewhat greater increase in some of the lower brackets, by providing for a minimum increase of \$250 unless the increase exceeds 25 percent of the existing salary, when the limitation is a 25-percent increase. Those figures may seem rather peculiar, but we have part-time workers and messenger boys, and a large number of other employees who are in the very lowest paid category.

The Senate may perhaps best understand how the bill works out in that respect from the reading of a brief summary on the effect of those figures.

Any employee now receiving less than \$1,000 a year receives an increase of 25 percent. Any employee receiving \$1,000 or more, but less than \$1,785.71 receives an increase of \$250. Any employee receiving \$1,785.71 or more receives a 14 percent increase, except that he cannot receive more than \$10,000. The last statement illustrates one of the provisions of the bill. We have established a ceiling of \$10,000 beyond which no worker can go because of the present increase of 14 percent. As a matter of fact, that provision continues in effect the provision of the July 1, 1945, bill.

No Senator can properly judge this bill unless he takes into consideration the fact that less than a year ago we granted a substantial increase to all Federal employees in the classified branch, with which the bill deals. At that time we granted an increase of 20 percent on the first \$1,200 of salary, 10 percent increase on all salary from \$1,200 to \$4,600, and a 5 percent increase on all amounts above that figure.

The bill does not give quite the increase which I desired and for which I argued on the floor of the Senate. Figured over-all, it gives 15 percent. The bill which I originally introduced, and which I should like to have had passed then, and would like to have passed now, provided for a 20 percent increase. However, in frankness, I must admit that the ultimate working out of both bills is a most satisfactory result, although not quite what I would want. A very much larger increase has been given in the lower brackets, and quite a substantial increase in the upper brackets. If we take the effect of both bills together—

the one of last July and the one of this July—we start with the lowest salary of \$720 for messenger boys and others in the lower paid category. The two bills give them a 50 percent increase. That increase is gradually decreased as the salary scale goes up. At \$8,000 the bill now provides a total increase of 24.7 percent. The present cost of living is up approximately 35 percent, so that those in the higher brackets still lack approximately 10 points, in their increase, below the increase in the cost of living.

The conference report was signed by all the conferees on the part of the House. It was signed by the Senator from Virginia [Mr. BYRD], the Senator from Iowa [Mr. HICKENLOOPER] and myself on behalf of the Senate. The distinguished Senator from North Dakota [Mr. LANGER] did not sign the conference report. After I conclude he will state his objections to it.

The House had passed a bill providing for a \$400 flat increase, which would have resulted in approximately a 17 percent increase over-all. The Senate had passed a graduated salary bill providing for an 11 percent increase over-all. This is an intermediate bill. It gives a certain flat increase, of \$250, in the lower brackets, and it provides for considerable help in the upper brackets.

I believe that if the Federal Government is going to retain from private industry its very best men there must be some increase beyond \$10,000; and in my opinion new salary brackets should be created up to \$15,000. But Congress did not see fit to do so in this legislation. Very possibly that issue will be raised next year, as to whether we should have additional higher categories, and whether we should raise the ceiling.

I believe that the Congress of the United States may, in one sense, be congratulated on this bill. Under the democratic processes of our Government, in the free conference of the House and Senate in the deliberations on this bill, many vigorous things were said, and both Senate and House conferees emphatically expressed their views. As a final result, after deliberations which were aggressive and impatient at times, but I think always tolerant and fair, we finally arrived at this bill.

As a result of these two bills, I am proud to assert something which I do not think can be denied—that Federal employees, comprising a total of approximately 2,000,000 in number, although less than 1,000,000 are directly affected by the bill, are, in the lower category, substantially better paid than in private industry. Furthermore, Federal workers have a month's vacation as compared with approximately 2 weeks in private industry. Moreover they have a very helpful and fine civil-service retirement annuity, to which the Government contributes about 50 percent. I think it is fortunate to have this example at this time, without any strikes or great stress or loss of labor. Under the democratic process of give and take, without coer-

cion or undue strife, we have worked out a bill which may not satisfy all Senators. Some Senators may think that the increase is too high in some respects. It will not satisfy other Senators because they think it is too low. But at least it is a fairly good bill, and well comparable with the results accomplished by strike methods. In this instance the result was obtained without any of those unhappy incidents.

There is another major feature of the bill, which I will ask the Senator from Iowa [Mr. HICKENLOOPER] and the Senator from Virginia [Mr. BYRD] to discuss, because they took a more active part in obtaining those provisions than I did.

It seems to be the general opinion of the Civil Service Committees of both the House and Senate, and of the Congress, that in certain of the agencies there is overstaffing and considerable waste of manpower. We believe that in other agencies the employees are working faithfully and energetically, and that full use is being made of manpower. The whole problem is so vast that reform is rather difficult.

The bill contains a provision agreed upon in the conference which at least is an attempt to secure greater economy in the use of Federal manpower. Expressing it in very general terms, although it is a technical subject and there are many details, it is an attempt to place ceilings by this bill upon Federal employment, by virtue of which, over the next fiscal year, commencing October 1, it will be the duty of the officials in charge of Federal employment to absorb three-quarters of the cost of the bill by decreasing Federal employment. That ceiling does not apply to the Veterans' Administration. It does not apply to wage-board employees, and it does not apply to the Post Office Department.

We have established a different kind of ceiling for the Army and Navy Departments, requiring them to reach a certain number of personnel by July 1, 1947. How effective the ceiling will be, and to what extent it may be set aside by later acts of Congress—as it may be, within the power of Congress—no one can say.

There are certain other details in the bill dealing with increased pay on holidays and at nighttime, which are beneficial to the workers, but I shall not recite them, because they are rather inconsequential.

I believe that is all I have to say. As I have already stated, the House has agreed to the conference report. All the House conferees have signed the report and are for it. I believe that the bill as it comes from the conference is considered a fairly satisfactory bill and a satisfactory solution. As I have stated, the distinguished Senator from North Dakota [Mr. LANGER] did not sign the report.

Mr. President, I ask unanimous consent that a table showing the effect of the two last pay bills upon the compensation of the Federal employees be printed in the RECORD at this point.

There being no objection, the table was ordered to be printed in the RECORD, as follows:

Schedule of basic annual rates of compensation for positions subject to Classification Act of 1923, as amended

Old rate in effect prior to July 1, 1945	Present rate under Public Law 106, effective July 1, 1945	Proposed rate, 14 percent above present rate	Proposed increase over—			
			Old rate		Present rate	
			Amount	Percent	Amount	Percent
\$720...	\$864.00	\$1,080.00	\$360.00	50.0	\$216.00	25.0
\$780...	936.00	1,170.00	390.00	50.0	234.00	25.0
\$840...	1,008.00	1,258.00	418.00	49.8	250.00	24.8
\$900...	1,080.00	1,330.00	430.00	47.8	250.00	23.1
\$960...	1,152.00	1,402.00	442.00	46.0	250.00	21.7
\$1,200...	1,440.00	1,690.00	490.00	40.8	250.00	17.4
\$1,260...	1,506.00	1,756.00	496.00	39.4	250.00	16.6
\$1,320...	1,572.00	1,822.00	502.00	38.0	250.00	15.9
\$1,380...	1,638.00	1,888.00	508.00	36.8	250.00	15.3
\$1,440...	1,704.00	1,954.00	514.00	35.7	250.00	14.7
\$1,500...	1,770.00	2,020.00	520.00	34.7	250.00	14.1
\$1,560...	1,836.00	2,093.04	533.04	34.2	257.04	14.0
\$1,620...	1,902.00	2,168.28	548.28	33.8	266.28	14.0
\$1,680...	1,968.00	2,243.52	563.52	33.5	275.52	14.0
\$1,740...	2,034.00	2,318.76	578.76	33.3	284.76	14.0
\$1,800...	2,100.00	2,394.00	594.00	33.0	294.00	14.0
\$1,860...	2,166.00	2,469.24	609.24	32.8	303.24	14.0
\$1,920...	2,232.00	2,544.48	624.48	32.5	312.48	14.0
\$1,980...	2,298.00	2,619.72	639.72	32.3	321.72	14.0
\$2,000...	2,320.00	2,644.80	644.80	32.2	324.80	14.0
\$2,040...	2,364.00	2,694.96	654.96	32.1	330.96	14.0
\$2,100...	2,430.00	2,770.20	670.20	31.9	340.20	14.0
\$2,160...	2,496.00	2,845.44	685.44	31.7	349.44	14.0
\$2,200...	2,540.00	2,895.60	695.60	31.6	355.60	14.0
\$2,220...	2,562.00	2,920.68	700.68	31.6	358.68	14.0
\$2,300...	2,650.00	3,021.00	721.00	31.3	371.00	14.0
\$2,400...	2,760.00	3,146.40	746.40	31.1	386.40	14.0
\$2,500...	2,870.00	3,271.80	771.80	30.9	401.80	14.0
\$2,600...	2,980.00	3,397.20	797.20	30.7	417.20	14.0
\$2,700...	3,090.00	3,522.60	822.60	30.5	432.60	14.0
\$2,800...	3,200.00	3,648.00	848.00	30.3	448.00	14.0
\$2,900...	3,310.00	3,773.40	873.40	30.1	463.40	14.0
\$3,000...	3,420.00	3,898.80	898.80	30.0	478.80	14.0
\$3,100...	3,530.00	4,024.20	924.20	29.8	494.20	14.0
\$3,200...	3,640.00	4,149.60	949.60	29.7	509.60	14.0
\$3,300...	3,750.00	4,275.00	975.00	29.5	525.00	14.0
\$3,400...	3,860.00	4,400.40	1,000.40	29.4	540.40	14.0
\$3,500...	3,970.00	4,525.80	1,025.80	29.3	555.80	14.0
\$3,600...	4,080.00	4,651.20	1,051.20	29.2	571.20	14.0
\$3,700...	4,190.00	4,776.60	1,076.60	29.1	586.60	14.0
\$3,800...	4,300.00	4,902.00	1,102.00	29.0	602.00	14.0
\$3,900...	4,410.00	5,027.40	1,127.40	28.9	617.40	14.0
\$4,000...	4,520.00	5,152.80	1,152.80	28.8	632.80	14.0
\$4,100...	4,630.00	5,278.20	1,178.20	28.7	648.20	14.0
\$4,200...	4,740.00	5,403.60	1,203.60	28.7	663.60	14.0
\$4,400...	4,960.00	5,654.40	1,254.40	28.5	694.40	14.0
\$4,600...	5,180.00	5,905.20	1,305.20	28.4	725.20	14.0
\$4,800...	5,390.00	6,144.60	1,344.60	28.0	754.60	14.0
\$5,000...	5,600.00	6,384.00	1,384.00	27.7	784.00	14.0
\$5,200...	5,810.00	6,623.40	1,423.40	27.4	813.40	14.0
\$5,400...	6,020.00	6,862.80	1,462.80	27.1	842.80	14.0
\$5,600...	6,230.00	7,102.20	1,502.20	26.8	872.20	14.0
\$5,800...	6,440.00	7,341.60	1,541.60	26.6	901.60	14.0
\$6,000...	6,650.00	7,581.00	1,581.00	26.4	931.00	14.0
\$6,200...	6,860.00	7,820.40	1,620.40	26.1	960.40	14.0
\$6,400...	7,070.00	8,059.80	1,659.80	25.9	989.80	14.0
\$6,600...	7,175.00	8,179.50	1,679.50	25.8	1,004.50	14.0
\$6,750...	7,437.50	8,478.75	1,728.75	25.6	1,041.25	14.0
\$7,000...	7,700.00	8,778.00	1,778.00	25.4	1,078.00	14.0
\$7,250...	7,962.50	9,077.25	1,827.25	25.2	1,114.75	14.0
\$7,500...	8,225.00	9,376.50	1,876.50	25.0	1,151.50	14.0
\$8,000...	8,750.00	9,975.00	1,975.00	24.7	1,225.00	14.0
\$8,250...	9,012.50	10,000.00	1,750.00	21.2	987.50	11.0
\$8,500...	9,275.00	10,000.00	1,500.00	17.6	725.00	7.8
\$8,750...	9,537.50	10,000.00	1,250.00	14.3	462.50	4.8
\$9,000...	9,800.00	10,000.00	1,000.00	11.1	200.00	2.0

¹ \$250 minimum increase, but not to exceed 25 percent of present rate; \$10,000 maximum salary.

Mr. DOWNEY. Mr. President, I hope that the Senate will accept the conference report.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

Mr. LANGER. Mr. President, it was with the deepest regret that I found that I could not sign the conference report prepared by my associates. It is always a matter of regret when I cannot agree with other conferees, especially in view of the fact that the other three conferees, the distinguished Senator from Iowa [Mr. HICKENLOOPER], the distinguished Senator from Virginia [Mr. BYRD], and

the distinguished chairman of the committee [Mr. DOWNEY], were unanimously in agreement with the five Members of the House.

Some time ago the Women's Bureau of the Department of Labor, which, of course, is a Government agency, made an investigation. The Bureau stated that the least that an unmarried girl needed in order to live decently was \$1,920 a year. I believe that every Senator on this floor must know that, in view of the high rents and the high cost of living, if a young lady receives a salary of \$1,900 a year, she is not getting very much, especially when she has to buy War bonds and to spend money in other ways if she is going to have an annuity in her old age.

Mr. President, the five conferees on the part of the House who have signed this report, originally, in the bill passed by the House, asked for an increase of \$400 a year for Federal employees. The bill, according to the terms of the conference report, shows that the poorer an employee is the less he gets. The distinguished Senator from California said that the entire bill applies to approximately a million Federal employees, but, Mr. President, if the conference report is agreed to, about one-third of the 947,000 Federal employees will be called upon to live on the sum of \$1,785.71 a year, or less. I should like to see any Senator try to raise a family, even with one child, and live on \$1,785.71 a year. And we must realize that deductions for various purposes are made from the pay envelopes by the heads of the various departments.

Mr. President, to my mind the proposed increase is entirely insufficient. I think the amount for lower-bracket employees provided by the conference report is a disgrace to the Government. When we passed the postal-pay bill—and let me point out that some of the members of the committee dealing with this bill were on the committee dealing with the postal-pay bill—we made it retroactive to January 1. But this bill is not to be retroactive. The result is that we are discriminating against a group of employees totaling 947,000 persons.

Mr. President, the Federal employees cannot strike. I noticed in the newspaper the night before last that a Member of the Senate was reported as saying that he was introducing a bill to make it a criminal offense for any Federal employee to strike, or else to provide that at the time men and women are employed by the Federal Government they must sign a waiver of some kind, providing that they never can strike against the Government.

Mr. President, I have the highest regard for my distinguished colleagues; but under my oath and under my conscience, when I realize that one of the Government bureaus has said that a young girl, in order to live decently, must have a salary of \$1,920 a year, I simply will not and cannot vote in favor of paying the heads of families only \$1,785.71 a year. There are thousands upon thousands of heads of families among the 947,000 Fed-

eral workers who are affected, and they are to receive only \$1,785.71 a year. I simply do not wish to sign the name of WILLIAM LANGER to any kind of conference report which would put over that kind of a deal on those poor people who, in my opinion, have been underpaid for a long time.

It is true that the proposal looks wonderful; it is true that it looks fine. We are told that some Federal workers will receive a 50-percent increase in pay. But what does it amount to? It is a 50-percent increase over 1927 wages. Every Member of the Senate knows that the cost of living has increased more than 50 percent since 1927. Consider the item of underwear. Garments that used to cost 50 cents now cost \$1.50. Consider the item of food; consider butter—when we can get it. There have been great increases in cost all along the line. Senators should consider those matters when they are called upon to vote for the conference report, which provides for increases in the lowest brackets of 50 percent over 1927 wages. They should consider the report made by the Women's Bureau of the Department of Labor, and they should also consider the report by J. Edgar Hoover regarding the terrible conditions which exist in the city of Washington and in other places.

Mr. President, as I have said, I have very high regard for the judgment of my colleagues. But I simply cannot understand how they can vote for the payment of a salary of \$1,080, for instance, to a Federal worker. Thousands of Government workers are receiving salaries of only \$1,070 a year. Thousands are being paid only \$2,258 a year. Thousands of them are being paid \$1,330 a year. Thousand are being paid \$1,240 a year.

In view of the fact that the conferees on the part of the House originally recommended the provisions of the House bill calling for an increase of \$400 a year, I call attention to the fact that under the conference report in some of the higher brackets the increases are to be, not \$400 a year, but as much as \$989.80. I have no fault to find with that, insofar as the workers in the upper brackets are concerned. I understand that some of the Federal workers who receive the higher salaries serve in very important positions.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. LANGER. I yield.

Mr. DOWNEY. I know that the Senator from North Dakota would not wish to make a misstatement of fact. I understood the Senator to say that after the conference report is adopted and the bill goes into effect, 90 percent of the Federal workers will receive less than \$1,700 a year.

Mr. LANGER. I said that one-third of them would.

Mr. DOWNEY. That is not correct. The bill applies to only 962,000 Federal workers, I believe. Of these 962,000, it is true that approximately two-thirds will receive less than \$2,600, and one-third of them will receive more than \$2,600.

Mr. LANGER. Will the distinguished Senator from California tell me how

many of them are to receive less than \$1,785.71?

Mr. DOWNEY. I should have to have some latitude in making a guess about that.

Mr. LANGER. Is it not true that about 29 percent of them will?

Mr. DOWNEY. Approximately 29 percent will. But let me say that the Senator should call to the attention of the Senate the fact that that number includes part-time workers and elevator boys, messengers, and workers in other categories, perhaps including waiters in the Senate restaurant who may work for only 4 or 5 hours.

Mr. LANGER. Mr. President, I am sure the Senator from California does not claim that all the Federal workers included in the 29 percent—nearly one-third of the total—are elevator boys and messengers.

Mr. DOWNEY. I think quite a number of them are engaged in part-time work or work of that character in the Federal service.

Of course, Mr. President, I think all of us wish to increase the salaries of the Federal workers. But let me say that I believe this measure places the average employee of the Federal Government at least in a much better position than that of the average worker in private employment. I agree with the distinguished Senator from North Dakota that it is with the utmost difficulty that any family can live on \$175 or \$200 a month. But, unfortunately, that is about the average income, and that is about all that our production at the present time justifies.

I think all of us want to have the country get back to work, produce more goods, be able to raise wages, especially those in the lower-paid groups. But I think the Senator from North Dakota inadvertently made a misstatement of fact.

Mr. LANGER. Mr. President, let me say that some of the women operating elevators are married and support children. Under this measure some of them will be paid \$1,080 a year. In some instances messengers are the heads of families. Not all of them are young children. They will receive \$1,080 or \$1,170 or \$1,258, or some such amount.

I wish to make it very plain that I have no particular objection to the proposed increases in salaries for some of the workers in the higher brackets, in view of the increased cost of living, but I desire to call the attention of the Senate to the fact that since 1927 the increases in pay for poor people who work for the Federal Government will have amounted to 50 percent. I know that every Senator realizes that in some instances the cost of clothing has increased 200 or 300 percent. I protest against having the Federal workers in the lower brackets receive such small salaries.

I also call the attention of the Senate to a speech made by the distinguished Senator from California who is chairman of the committee. When the pay bill was under consideration, he pleaded, day after day, with tears in his eyes, for the very people in whose behalf I am now speaking.

I realize the difficulty. I realize that some members of the conference committee were not in favor of very much of an increase. I know what a great heart the distinguished chairman of the committee has. I have seen him plead upon this floor, with tears in his eyes, asking that the Senate provide more pay for the people in the lower categories. I agree with everything he said when, speaking upon this floor some months ago, he stated that the Federal workers in the lower brackets are not being paid enough.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. LANGER. I yield.

Mr. DOWNEY. The Senator from North Dakota might make a strong argument to the effect that a messenger boy should not have been paid \$750 a year prior to last July. But that boy would have his income raised 50 percent, according to the terms of the pending measure. In other words, in the course of a year we shall have raised by 50 percent the compensation of the workers in the lower brackets. Certainly the Senator cannot complain about that.

Mr. LANGER. What is the amount of the increase over 1927 salaries?

Mr. DOWNEY. In the Federal employment there was no increase in salary from 1927 to 1945.

Mr. LANGER. In other words, the messenger boy, or messenger man, or woman who may receive an injury on the elevator, for example, is to receive a 50-percent raise.

Mr. DOWNEY. Mr. President, the Senator can express the situation however he wishes. This bill increases the compensation of employees in the lower brackets by 50 percent, which I think is away above the national average rate of compensation for the kind of work which they perform.

Mr. President, we are dealing with a practical situation. Since the beginning of inflation, we have raised the compensation of persons in the lower brackets by 50 percent. Such increase represents more than persons in comparable private industries have been allowed. I shall be happy at some other time to go along with the Senator in an effort to secure higher wages for all Federal workers. But certainly, in my judgment, there can be no serious complaint against awarding a 50-percent increase in the lower brackets.

Mr. LANGER. Mr. President, I shall vote for the conference report; I do not want any misunderstanding to occur about that; but under it employees in the lower brackets will receive an increase of \$250 a year. I want every Senator to know, that, in my opinion, that increase is not sufficient. The other House, itself, said that the increase should be \$400. I should be willing to make it apply on up to the \$10,000 limit.

Mr. DOWNEY. The House adopted a provision for a \$400 flat increase for all Government employees which, of course, provided only a 5-percent increase for the man in the \$8,000 brackets. That provision seemed to do an injustice to many employees. The House bill would have caused almost insuperable difficulty.

If there had been a \$400 flat increase it would have placed many employees in the lower brackets almost in line with each other, when taken in conjunction with the prior bill which had been passed. Therefore, although an employee may have been employed in Government service as a stenographer for 2 or 3 years, he would receive almost no more money than would the person who entered Government service only recently. The \$400 flat increase would tend to crowd up the persons in the lower brackets into almost the same category. Unfortunately, we have accomplished the same result in the upper brackets. By imposing a ceiling of \$10,000 on salaries, we have crowded many of the employees in the administrative groups up to the top level, so that, in some cases, heads of bureaus will receive no more than some of the subordinates under them. I admit that such unfortunate conditions exist, but we all thought that it was better to take care of the situation in this manner than to crowd the increases into the lower brackets.

Mr. AIKEN. Mr. President, will the Senator yield in order that I may ask a question of the Senator from California?

Mr. LANGER. I yield.

Mr. AIKEN. Under the conference report, what would be the salary of a CAF-1 person?

Mr. DOWNEY. It would be \$1,690.

Mr. AIKEN. That would include the \$260 raise?

Mr. DOWNEY. Yes; the salary was \$1,200 on June 30, 1945. It would now be increased by \$490.

Mr. AIKEN. CAF-1 represents the rating of the average girl who comes to Washington from out of town to take a position with the Government as a typist or a junior stenographer, does it not?

—Mr. DOWNEY. Yes. It represents the lowest grade of work which is performed in Government service.

Mr. AIKEN. Has there been any change in the rate of promotion?

Mr. DOWNEY. No. We reduce the time when within-grade promotions may be made from 13 and 18 months to 12 months and 18 months.

Mr. AIKEN. Then there may be an upgrading at the end of 12 months.

Mr. DOWNEY. Yes.

Mr. HICKENLOOPER. Mr. President, will the Senator yield?

Mr. LANGER. I yield.

Mr. HICKENLOOPER. I wish to discuss for a moment my own personal philosophy with reference to the \$10,000 group which was mentioned a moment ago by the Senator from California.

It is true that under the philosophy of the pending proposal there is a crowding at the top bracket of \$10,000. Personally I have the feeling that at some time in the future the \$10,000 ceiling will have to be broken at appropriate places. I am not willing to advocate the breaking of the ceiling until we can examine it carefully and ascertain where, under what conditions, and in what departments and categories the ceiling should be broken. Even at the expense of crowding at the present time, without more adequate and proper information I would rather not see the ceiling broken. I believe that the time has come when we should make a reexamination of the equitable pay scales

in the various categories of Government employees. We have approached the matter on prior occasions by piecemeal. Certainly inequities have occurred. But I believe that the present approach to an increase in compensation, when coupled with the increase which was granted a year ago, not only does substantial equity and justice to the persons in the lower brackets who received a large percentage increase a year ago, but it also recognizes that those in the higher brackets of Government are entitled to some degree of consideration. As the Senator from California pointed out a moment ago, even when taking into consideration the combined increases, the employees are still not receiving increases which are commensurate with the admitted minimum increase which has taken place in the cost of living.

I think the Senator from North Dakota was absolutely correct in saying that the actual cost of living in this country is far below what the Bureau of Labor Statistics and the OPA state it to be. But so far as the record is concerned, the proposal would mean approximately a 33-percent increase over all.

I personally believe, Mr. President, that this proposal, when coupled with the increases which were provided in the bill last year, will really do substantial equity and justice to the low-bracket employees, and at the same time will give a modest measure of recognition to the higher-bracket employees.

Mr. LANGER. Mr. President, in conclusion I can only say that the 1945 increase in compensation was 20 percent. That was the first increase these employees had received since 1927. It was totally inadequate to meet their requirements. They were not able to get along on it. I know of families which are undernourished. I believe that nearly every other Member of the Senate knows of similar families. We are now asking 29 percent of, roughly, 200,000 families to live on less money than our Department of Labor has said is necessary in order that a person may live decently.

Mr. BYRD. Mr. President, I think the Senator should make clear his statement with reference to some of these lower brackets. Before the new rate went into effect an employee who worked part time received a yearly compensation of \$720. A full-time employee began at the rate of \$1,704.

Mr. LANGER. My figures show \$1,690.

Mr. BYRD. For full time?

Mr. LANGER. Yes.

Mr. BYRD. Before the pay raise went into effect on July 19, 1945, the salary was \$1,440. It is now \$1,704, and is to be increased to \$1,954, or by about 34 percent.

Mr. LANGER. I am referring to the \$1,200 salary. The figures are not for part time, but for full time.

Mr. BYRD. The Senator is referring to employees who received \$1,200 before July 19, 1945. They are now receiving \$1,440.

Mr. LANGER. Yes; and they have been raised to \$1,690.

Mr. BYRD. Yes.

Mr. LANGER. The Department of Labor says that, in order to live decently, those persons should receive \$1,920.

Mr. BYRD. Many of those employees are not living in localities throughout the country where the higher cost of living exists. They are scattered throughout the country in localities where the cost of living is comparatively low.

Mr. LANGER. I am speaking according to the figures given to me by our own Department of Labor.

Mr. BYRD. I understand; but, as the Senator knows, living costs vary in different sections of the country. I admit that the cost is high in Washington and New York, but these employees are scattered around everywhere. Only 10 percent of them are in the city of Washington.

Mr. LANGER. Let me say to the Senator that the report of the Women's Bureau of the Department of Labor shows that, no matter where they are living, in America a single girl should have an income of \$1,920 a year in order to live decently. It does not refer only to the city of Washington.

Mr. BYRD. The Senator will admit, however, that there have been considerable increases made within the last year, starting with 50 percent in the case of \$720 part-time employees.

Mr. HICKENLOOPER. Mr. President, I merely wish to say to the Senator from North Dakota who asserts it takes \$1,920 a year for a single person to live decently, that I think the average pay of the school teachers throughout the United States, with the possible exception of some of the large metropolitan centers, is in the neighborhood of a thousand dollars a year. I do not defend that low pay. I have for many years, in my home State, and elsewhere, tried to get the pay of school teachers raised, but I submit that school teachers live probably in modest comfort, though not as affluently as I would have them, if I were permitted to fix the pay scales. I still do not agree that it is absolutely essential throughout the United States, in every hamlet and community, that a single person receive \$1,920 a year. I think that is more than the cost of living; in fact, in the average smaller, modest community in the United States it is not enough to permit a person to live in affluence, perhaps, but in my State I do not believe the average person in the smaller community, clerks and others, even demand \$1,920 a year for a single person. Certainly, I should like to have all the income I could earn if I were in business, or again practicing law. Probably there is no limit to what I would like to have, and I probably could spend all the money I could get.

Mr. LANGER. I should like to have the Senator give us the name of a city where a teacher gets a thousand dollars a year at the present time.

Mr. HICKENLOOPER. I am sorry I cannot give the Senator the exact statistics at the moment, but I shall try to look them up. In what we might call metropolitan schools, that is, the Washington schools, the New York schools, the Chicago schools, and the like, those in the large cities there is a higher level of pay, which runs around seventeen or eighteen hundred dollars, but when we get away from the metropolitan area I doubt that the average school teacher, in the common grade schools in the small

town, and the small town high schools throughout the United States receives more than a thousand dollars.

Mr. LANGER. Let me say to the distinguished Senator that no one fought harder for increased compensation for teachers than I did when we were considering a Senate bill on that subject about a year and a half ago. The salaries of teachers have increased all over the country, including the State of Iowa, which the distinguished Senator represents in the Senate, and if he will take the trouble to look up the statistics, he will find that the pay of a teacher in Iowa today is around \$150 a month.

Mr. HICKENLOOPER. The Senator may be correct, because I have not seen the figures recently and I shall not dispute him, because he feels he has sufficient information to enable him to speak on the subject, but I shall take the trouble to look the matter up in the next few days. I have been in the teachers' pay fight; I have been in the teachers' annuity fight; I was somewhat instrumental in advancing the cause when I was a member of the Iowa Legislature, and I have been somewhat in touch with it. I believe the Senator is wrong about the matter.

Mr. LANGER. Let me suggest that when the Senator was in the legislature it was before we had the war. The Senator has been Governor two or three times, and has been in the Senate for some time. I agree that before the war teachers were woefully underpaid and they still are.

Mr. HICKENLOOPER. I could tell the Senator what the average pay of the teachers in Iowa was before the war.

Mr. LANGER. I can tell the Senator that during the drought it was a disgrace—\$65 or \$70 a month.

Mr. HICKENLOOPER. Not during the drought, but in 1938 and 1939, when prosperity had returned. The average pay of teachers in the State of Iowa—which, let me remind the Senator, has been for many years and still is the most literate State in the Union—

Mr. LANGER. Except North Dakota.

Mr. HICKENLOOPER. The average pay of the teachers in that State, after a certain raise went into effect, was still only about \$785 a year.

Mr. LANGER. For 9 months.

Mr. HICKENLOOPER. That is, their yearly income. That included the pay in the large towns, where the salary would run up to \$2,400 and \$3,000 a year in many instances. I was stating the average.

I am talking of the average for the teachers in the common schools, leaving out the metropolitan areas. It will be interesting to me to obtain the information, to see whether the Senator from North Dakota is correct when he says \$1,800 was the scale, or whether I am right in stating it was around \$1,000.

Mr. LANGER. I am sure the Senator will find, when he investigates, that since the war came on the pay has increased to around \$150 a month. The country schools in North Dakota are now paying considerably more than they formerly paid. They had to do so in order to get the teachers. What the Senator said was true as to the time during the drought.

Mr. HICKENLOOPER. I beg the Senator's pardon. What I said was not applied to the time of the drought. What I said was true of the time after the drought was over, and after the country began to be productive again, in 1937 and 1938.

Mr. LANGER. Mr. President, I believe teachers' salaries at the present time are entirely inadequate, and I am in favor of the enactment of Senate bill 181, which was introduced, I believe, by the distinguished Senator from Vermont [Mr. AIKEN] and the distinguished Senator from New York [Mr. MEAD].

Mr. AIKEN. No, the bill was introduced by the Senator from Alabama [Mr. HILL] and the former Senator from Ohio, Mr. Burton, who is now on the Supreme Court. The Senator from New York and the Senator from Vermont did introduce a bill which embraced some features which we thought could well be incorporated in whatever Federal-aid education bill Congress should eventually pass, as we hope some bill will be passed. I hope that action on the Federal aid to education legislation may be taken up at an early date.

Mr. LANGER. I want the RECORD to show that I am supporting the Aiken-Mead bill as introduced and that I will support any bill which will very substantially raise teacher salaries.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

MEDIATION OF LABOR DISPUTES

The Senate resumed consideration of the bill (H. R. 4908) to provide additional facilities for the mediation of labor disputes, and for other purposes.

Mr. AIKEN. Mr. President, in the warfare which is on between industry and union labor at the present time we find most of the newspapers of the country taking the part of industry and most of the editorials presenting the industrial side of the picture.

Once in a while, however, there is an editor who has courage enough to intimate, in speaking of the coal strike, that the coal miners have some rights, and that the conditions under which they work are such as to build up powerful union leaders such as John L. Lewis.

One of these editors is Mr. Robert Mitchell, editor of the Rutland Herald, published in Rutland, Vt., and I ask unanimous consent that an editorial from that newspaper entitled "Coal Mine Working Conditions," which appeared on May 15, be printed in the RECORD.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

COAL MINE WORKING CONDITIONS

A great deal of public indignation has been stimulated by John L. Lewis as a result of the coal strike, which has tended to obscure rather than shed light on conditions among the miners in Kentucky and Tennessee. While Lewis knows how to get what he wants, his methods have done little to enlist public sympathy for the plight of the coal miner, as Marquis Childs indicates in his column today.

Despite the tremendous power of the United Mine Workers leader, that power has been surprisingly ineffective in improving working conditions and the economic status

of the miners in certain areas, particularly in Kentucky and Tennessee. While Lewis looms as a tower of strength on the national scene and the mine operators seem puny by comparison, it is the operators who have things their own way in the Kentucky-Tennessee mining area.

Writing in the Washington Post, Agnes E. Meyer, wife of the Post publisher, recently compared the coal mines of Kentucky to the battle beaches of Iwo Jima. From 146 to 180 miners are killed in Kentucky every year, and in 1944 there were 10,000 of the 67,000 miners injured in industrial accidents. The inadequacy of the compensation laws of Kentucky has provided Lewis with his best argument for a \$70,000,000 health and welfare fund.

Twenty miners were buried alive in the Christmas disaster at the Fourmile mine in Kentucky last year. Five other men involved in the accident survived, and although none of them will be able to work as miners again, neither they nor the families of the dead victims of the accident have received any compensation from the mine owner. It was found that there was no compensation in force at the time of the accident. Provisions of the Vermont Workmen's Compensation Act are not considered liberal, but it is difficult for Vermonters to conceive of a law that would permit lack of any kind of coverage at all.

The first problem in the Kentucky coal mines remains what it has always been—forcing the operators to undertake adequate safety measures. There is also the responsibility for insuring proper compensation for those who are injured and their families.

Despite the higher wages paid during the last 6 or 7 years, Mrs. Meyer asserts that there has been no improvement in the standard of living of the Kentucky miners, who continue to live in filth and squalor, ignorant of wise money handling and indifferent to better living and health conditions. Victimized by the mine operators for years, these workers are easy prey for any manipulations which John Lewis wishes to make in his game of power politics.

The Wagner Act in its one-sided protection of labor unions, gives great power to a union boss and leaves management at a disadvantage in bargaining with him, but John Lewis would never have obtained dictatorial power over the United Mine Workers without aid from the mine operators. The operators, exercising their power over State governments, have kept the mine workers in primitive servitude so long that the miners have no compunctions about being the slaves of Lewis.

Mr. PEPPER. Mr. President, in the gallery at present is a group of men who are not only servicemen, but are servicemen who have given their limbs for our country in the war. They have brought here a petition signed by a group of veterans. The petition covers almost the two pages, and reads:

We, the undersigned patients at the Thomas England General Hospital, Atlantic City, N. J., and Walter Reed Hospital, in Washington, D. C., have served in various theaters of the recent war; we have sustained injuries which most of us will carry for life. We voice no resentment. We are proud to have served our country. In our efforts to win the treatment we are entitled to we have had the support of organized labor. We now voice our support of organized labor and other groups which are opposing repressive labor legislation now pending in Congress.

Mr. President, on those two petitions are signatures of men from almost all the States of the Union—New York, Pennsylvania, Massachusetts, Alabama, New Jersey, Iowa, Connecticut, North Carolina, Texas, Rhode Island, West Virginia, Montana, and other States in the Union.

Mr. Hart with Mr. D'Ewart.
Mr. Hébert with Mr. Holmes of Massachusetts.

Mr. Quinn of New York with Mr. Graham.
Mr. Hoch with Mr. Holmes of Washington.
Mr. Monroney with Mr. Cole of New York.
Mr. Courtney with Mr. Hartley.
Mr. Walter with Mr. Gamble.
Mr. Wasielewski with Mr. Carlson.
Mr. James J. Delaney with Mr. Brumbaugh.
Mr. Folger with Mr. Reece of Tennessee.
Mr. Lynch with Mr. Welch.
Mr. Gore with Mr. Redgers of Pennsylvania.
Mr. Link with Mr. Gifford.
Mr. Boren with Mr. Clason.
Mr. Harris with Mr. Gillette.
Mr. Byrne of New York with Mr. Sundstrom.

Mr. Lea with Mr. Kunkel.
Mr. Cochran with Mr. LeCompte.
Mr. Bonner with Mr. Robertson of North Dakota.
Mr. Combs with Mr. Andrews of New York

The result of the vote was announced as above recorded.

A motion to reconsider was laid on the table.

GENERAL LEAVE TO EXTEND REMARKS

Mr. BOYKIN. Mr. Speaker, I ask unanimous consent that all Members may have five legislative days in which to extend their remarks on the resolution just passed.

The SPEAKER. Is there objection to the request of the gentleman from Alabama?

There was no objection.

EXTENSION OF REMARKS

Mr. LARCADE asked and was given permission to extend his remarks in the RECORD following the remarks of the gentleman from Mississippi [Mr. RANKIN].

PERMISSION TO ADDRESS THE HOUSE

Mrs. DOUGLAS of California. Mr. Speaker, I ask unanimous consent that on Thursday next after disposition of matters on the Speaker's desk and at the conclusion of any special orders heretofore entered I may have permission to address the House for 1 hour.

The SPEAKER. Is there objection to the request of the gentlewoman from California?

There was no objection.

EXTENSION OF REMARKS

Mr. LANE asked and was given permission to extend his remarks in the RECORD in two instances and to include two resolutions.

Mr. MARCANTONIO asked and was given permission to revise and extend the remarks he made previously today.

Mr. BUNKER asked and was given permission to extend his remarks in the RECORD.

Mr. McGEHEE asked and was given permission to extend his remarks in the RECORD and include an article by Oscar Vogt.

Mr. VCORHIS of California asked and was given permission to extend his remarks in the RECORD on two subjects and to include extraneous matter in both instances.

Mr. SADOWSKI asked and was given permission to extend his remarks in the RECORD and include a speech delivered by Secretary Wallace at Detroit.

Mr. ROWAN asked and was given permission to extend his remarks in the RECORD and include an article from the Chicago Tribune on heroism of our colleague, EDWARD A. KELLY.

Mr. REED of New York asked and was given permission to extend his remarks in the RECORD and include an editorial.

Mr. GOODWIN asked and was given permission to extend his remarks in the RECORD and include an editorial.

Mr. WOODRUFF asked and was given permission to extend his remarks in the RECORD in two instances, in one to include an address by Herbert Hoover, and in the other to include an editorial.

Mr. JOHNSON of Illinois asked and was given permission to extend his remarks in the RECORD and include an editorial.

Mr. ARENDS asked and was given permission to extend his remarks in the RECORD in two instances, in each instance to include an editorial from the New York Times.

Mr. PITTENGER asked and was given permission to extend his remarks in the RECORD and include a newspaper article written by Roy Richards which appeared in the newspapers of May 15.

Mr. JUDD asked and was given permission to extend his remarks in the RECORD and include a press statement.

Mr. SMITH of Wisconsin asked and was given permission to extend his remarks in the RECORD in three instances, in two to include editorials, and in the third, a news item.

Mr. MUNDT asked and was given permission to extend his remarks in the RECORD and include an editorial entitled "Let's Talk Direct to Russia" taken from the Detroit Free Press.

Mr. HAVENNER asked and was given permission to extend his remarks in the RECORD and include a statement by the legislative director of the American Veterans of the World War concerning veterans' pensions, together with a chart.

Mr. RANDOLPH asked and was given permission to extend his remarks in the RECORD and include an editorial.

Mr. COLMER asked and was given permission to revise and extend his remarks.

Mr. FERNANDEZ asked and was given permission to extend his remarks in the RECORD and include a copy of the program for the memorial services to be held on May 28.

INTERNAL REVENUE CODE

Mr. DOUGHTON of North Carolina. Mr. Speaker, I ask unanimous consent for the immediate consideration of House Joint Resolution 353.

The Clerk read the resolution, as follows:

Resolved, etc., That section 403 (d) (3) of the Revenue Act of 1942 (relating to the release of certain powers of appointment) is amended by striking out "July 1, 1946" wherever it appears and inserting in lieu thereof "July 1, 1947"; and section 452 (c) of the Revenue Act of 1942 is amended to read as follows:

"(c) Release before July 1, 1947:

"(1) A release of a power to appoint before July 1, 1947, shall not be deemed a transfer of property by the individual possessing such power.

"(2) This subsection shall apply to all calendar years prior to 1947 and to that part of the calendar year 1947 prior to July 1, 1947."

The SPEAKER. Is there objection to the request of the gentleman from North Carolina?

Mr. MARCANTONIO. Mr. Speaker, reserving the right to object, I would like to have an explanation of this resolution.

Mr. DOUGHTON of North Carolina. Mr. Speaker, House Joint Resolution 353 is an amendment to the Revenue Act of 1942 further extending the time for the release of powers of appointment for the purposes of certain provisions of the Internal Revenue Code. It has been extended several times in order to allow those persons holding such powers to readjust their affairs and release such powers without incurring liability to estate or gift tax. The Bureau of Internal Revenue, the Treasury Department, and the staff of the Joint Committee on Internal Revenue Taxation are studying this matter, and they think they will soon be able to make a report as to certain changes necessary to be made in the law. It is important that we grant this further extension in order to give further time so that the matter can be studied and appropriately legislated upon. May I say that it has the unanimous approval of the Committee on Ways and Means.

Mr. REED of New York. Mr. Speaker, will the gentleman yield?

Mr. DOUGHTON of North Carolina. I yield to the gentleman from New York.

Mr. REED of New York. It amounts to this as the lowest common denominator: Under the revenue law of 1926 these estates, where there was an appointment either to a person to handle the estates or the person administering them in a will or trust or otherwise, escaped taxation. The law was changed in 1942 to make them taxable, and the result has been that hundreds of thousands of wills have had to be reexamined and are still being reexamined throughout the country. These extensions are simply to do justice to these people who drew their wills and made these appointments under the law of 1926.

This joint resolution extends to July 1, 1947, the period for releasing certain powers of appointment without incurring liability for estate or gift taxes.

The Revenue Act of 1942 made a number of significant changes in the law dealing with powers of appointment which affected holders of preexisting powers, among which there were many fiduciaries.

To determine whether these powers, even though not exercised, were subject to the estate or gift tax, required a thorough investigation of many trust instruments and wills and involved complicated questions of interpretation of State and local law.

In order to enable holders of these powers to adjust their affairs in the light of new legislation, Congress provided in the Revenue Act of 1942 that such powers could be released prior to January 1, 1945, if the power was created on or be-

fore October 21, 1942. Subsequent amendments have extended this date to July 1, 1946.

The entire legislation of the 1942 act relating to powers of appointment is being reexamined by our joint staff, the Treasury staff and outside groups, including the American Bar Association and the American Bankers Association, and undoubtedly, amendatory legislation will be proposed.

It is believed that the studies of these groups will have been completed in sufficient time to permit us to legislate on this matter prior to July 1, 1947, particularly in connection with preexisting powers.

In view of these considerations, our committee has deemed it advisable to grant a further extension for the release of powers of appointment. This resolution, accordingly, extends the grace period up to July 1, 1947, so that the matter can be entirely canvassed and desirable changes made.

(Mr. REED of New York asked and was given permission to revise and extend his remarks.)

The SPEAKER. Is there objection to the request of the gentleman from North Carolina?

There was no objection.

The joint resolution was agreed to.

A motion to reconsider was laid on the table.

FEDERAL EMPLOYEES PAY BILL OF 1946

Mr. RANDOLPH. Mr. Speaker, I call up the conference report on the bill (S. 1415) to increase the rates of compensation of officers and employees of the Federal Government, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The SPEAKER. Is there objection to the request of the gentleman from West Virginia?

Mr. CASE of South Dakota. Reserving the right to object, Mr. Speaker, the Subcommittee on War Department Appropriations this morning held hearings at which the question of Army personnel came up. No one was able to tell us whether or not the estimates that were submitted to the committee were based upon the same figures that were available to the conferees during their consideration of the pay bill. Will the gentleman tell us the date of the figures which were used in determining the ceiling for Army personnel? I notice the report as printed in the RECORD indicates a ceiling of 176,000 for the War Department at the end of the fiscal year June 30, 1947.

Mr. RANDOLPH. The inquiry of the gentleman from South Dakota is very pertinent, because the figures for the War Department were given to the committee of conference last week and agreed to by the Budget, so they are the very latest figures. I am certain we can predicate our action upon that information.

Mr. CASE of South Dakota. In working on the appropriation bill and considering the personnel requests for the different branches, we should have the figures which were submitted to the committee of conference; otherwise there

would be no legislative authorization for employment of a larger number of people.

Mr. RANDOLPH. The gentleman is correct in that observation.

Mr. CASE of South Dakota. I am going to withdraw my reservation of objection but, before doing so, may I say that I think the conferees have done well with a very difficult job. They had two bills before them, neither one of which was entirely satisfactory. The final result appears to me to be unusually good, considering the extreme positions from which the committee had to work. I congratulate the conferees on the work they did, and express my appreciation of the long series of conferences they had and the effort they put forth to accomplish the results achieved.

Mr. RANDOLPH. I thank the gentleman.

The SPEAKER. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of May 16, 1946.)

Mr. RANDOLPH. Mr. Speaker, I yield myself 7 minutes.

Mr. Speaker, the Senate first gave attention to legislation to bring about an increase in pay of Federal employees. Later the House acted in that direction, and the two measures were sent to conference. There were 9 conferees, 5 on the part of the House and 4 on the part of the other body. The conferees held 12 sessions.

I desire at this time to express my personal appreciation as chairman of the House committee of conference to the gentleman from Washington [Mr. JACKSON], the gentleman from California [Mr. MILLER], the gentleman from Kansas [Mr. REES], and the gentleman from Wisconsin [Mr. BYRNES].

There were many points of difference between the two approaches in the Senate and House versions. Our task was a difficult one. There was an example, by the House members of the conference committee, of patience and a desire to thoroughly go into all of the points at issue. I think it is important for me to say to my colleagues that under the House bill the cost of providing increases was approximately \$388,300,000. The cost under the terms of the Senate bill was \$248,500,000. The conference substitute has set the figure at \$321,700,000. That, of course, is a figure considerably under the amount in the original bill and also very materially in excess of that contained in the Senate measure. I feel that it is important to say also to the membership that other than the rates of pay we had a very difficult task, and I use the word advisedly, of working on an amendment which would contain the essence and spirit of the amendment passed in the House bill as offered by the gentleman from Illinois, Representative DIRKSEN. The House conferees tried very painstakingly to carry out the will of the House on that matter.

I report to my colleagues that the cost under the conference substitute would

be reduced by approximately 75 percent for the fiscal year 1947 as far as the executive branch of the government is concerned, outside of the exemptions which we have placed for the War and Navy Departments. So even though we are bringing in a pay increase bill for Federal workers, this conference committee, composed of Democrats and Republicans, understood full well the intent and the action of the House on the Dirksen amendment.

I believe this is the first pay raise measure brought to the House where its cost, or a large portion thereof, is absorbed by a reduction in Federal personnel. We have attempted to put that desirable end into workable language so that there may be a reduction in the number of employees within the structure of our Federal Government. So we have done, as we believe, a two-pronged job. We have brought about a compromise of the rate of pay, but we have done as best we could what we felt the House would want in connection with a justifiable increase. But coupled with that responsibility we have not forgotten and have not turned aside from the direction of the House in reference to the necessity for an orderly and needed reduction of the employees within the Federal Government.

Mr. SMITH of Ohio. Mr. Speaker, will the gentleman yield?

Mr. RANDOLPH. I yield to my friend, the gentleman from Ohio.

Mr. SMITH of Ohio. What will the total annual cost be of the increases involved in this measure plus the previous increases that were given to Federal employees?

Mr. RANDOLPH. In answer to the gentleman, the cost under the conference substitute would be \$321,700,000 annually. The cost under the bill as it passed the House would have been \$388,300,000. In other words, we have reduced the cost under the original bill by sixty-six or sixty-seven million dollars. We have increased the cost under the original Senate bill as reported in the conference from \$248,500,000 to this figure that I have just presented.

Mr. SMITH of Ohio. When was the last raise given Federal employees?

Mr. RANDOLPH. In 1945 there was an upward pay adjustment.

Mr. SMITH of Ohio. What did that amount to? Does the gentleman remember?

Mr. RANDOLPH. I cannot give the exact figure.

Mr. JACKSON. Mr. Speaker, will the gentleman yield?

Mr. RANDOLPH. I yield.

Mr. JACKSON. I am unable to give the exact figure, but I would say that the \$321,000,000 cost of the proposed measure is absorbed by a reduction in the number of employees. That is, 75 percent of the \$321,000,000 must be absorbed by a reduction in employees on or before July 1, 1947, and after July 1, 1947, the balance of 25 percent is entirely absorbed.

Mr. RANDOLPH. I appreciate the confirmation of my earlier statement about the absorption of the cost.

Mr. SMITH of Ohio. But the gentleman does not remember what the total amounted to in 1945?

The SPEAKER. The gentleman has consumed two additional minutes.

Mr. RANDOLPH. Mr. Speaker, I yield myself three additional minutes. I desire to accommodate other Members who want to speak.

Mr. ROBSION of Kentucky. Mr. Speaker, will the gentleman yield?

Mr. RANDOLPH. I yield to the gentleman from Kentucky.

Mr. ROBSION of Kentucky. In numbers, what does this decrease of 75 percent of the cost provided in this bill represent?

Mr. RANDOLPH. From 2,400,000 to 1,600,000 within this period, to July 1947.

Mr. ROBSION of Kentucky. That is 700,000 or 800,000?

Mr. RANDOLPH. That would be approximately 800,000.

Mr. ROBSION of Kentucky. Then, this bill carries less increase by fifty or more million dollars than the bill which was passed by the House?

Mr. RANDOLPH. The gentleman is correct.

Mr. ROBSION of Kentucky. And that is not taking into consideration the decrease in the number of employees?

Mr. RANDOLPH. No; we were simply working on the conference substitute. The figures I have given you deal with what we have done in compromise study between the Senate and the House.

Mr. MILLER of Nebraska. Mr. Speaker, will the gentleman yield?

Mr. RANDOLPH. I yield.

Mr. MILLER of Nebraska. How is the reduction in the number of employees to be handled? Will each department go through and say, "You reduce a certain number of employees"? Who eventually makes the decision on who will have to be dismissed? How will that be worked out by the departments?

Mr. RANDOLPH. I yield to the gentleman from Washington.

Mr. JACKSON. The reduction is worked by an over-all ceiling. That is, instead of being frozen in departments there is a top, over-all freeze for the entire Federal service. Then the Bureau of the Budget must make adjustments within the various agencies and departments of the Government.

Does that answer the gentleman's question?

Mr. MILLER of Nebraska. There may be some departments within the Government which cannot have a reduction without seriously affecting the efficiency of that department.

Mr. JACKSON. That is correct.

Mr. RANDOLPH. We have provided a so-called escape clause, where a justification for additional employees can be made. I am certain the conferees were cognizant of the point made by the gentleman, because that was brought forcefully to our attention.

Mr. STEFAN. Mr. Speaker, will the gentleman yield?

Mr. RANDOLPH. I yield.

Mr. STEFAN. The gentleman mentioned \$331,700,000 as compared with \$500,000,000 under the Senate bill.

Mr. RANDOLPH. No; the Senate bill was \$248,000,000.

Mr. STEFAN. Then this is an increase over the Senate?

Mr. RANDOLPH. Yes; from \$248,500,000 to \$321,700,000.

Mr. STEFAN. Does that \$331,700,000 mean an additional annual expense to the Treasury?

Mr. RANDOLPH. That is correct.

Mr. STEFAN. Affecting how many employees?

Mr. RANDOLPH. We based it upon 970,647. That is the computation.

Mr. STEFAN. Nine hundred and seventy thousand six hundred and forty-seven?

Mr. RANDOLPH. Understand, those other figures I gave of 2,400,000 took in all categories of Government.

Mr. STEFAN. This, of course, does not affect the nonclassified employees.

Mr. RANDOLPH. No; and then we have made certain other exemptions.

Mr. STEFAN. Then the reduction regarding which my colleague the gentleman from Nebraska interrogated the gentleman from West Virginia refers only to the 970,647 employees; not to the other employees of the Government.

The SPEAKER. The time of the gentleman from West Virginia has expired.

Mr. RANDOLPH. Mr. Speaker, I yield 5 minutes to the gentleman from Kansas [Mr. REES].

Mr. REES of Kansas. Mr. Speaker, I wish first to express my appreciation to the chairman of my committee [Mr. RANDOLPH] for the fairness with which he has handled this legislation both on the floor of the House as well as in the committee. I also want to thank the members of the subcommittee for the very cordial treatment I received at their hands during the hearings and during the presentation of this legislation on the floor of the House. We did spend considerable time deliberating with respect to this legislation, and on many occasions we did not fully agree. At all times I was accorded full and free discussion. When the bill originally reported was presented on the floor of the House, I was the only member of my committee who came to the floor and expressed opposition to the legislation by filing a minority report. I did not think the legislation was what the House wanted, what the country wanted, or that it was really fair to Government employees generally. That legislation, if you will recall, provided 18½ percent over all for everybody under the classified service, even lifting the ceilings above \$10,000. The House, as you know, adopted an amendment striking out the 18½-percent provision and substituted \$400 across the board for everybody. With that having been adopted by the House, the measure went to conference with a far different version adopted in the other body. The bill passed by the other body provided for increases on a percentage basis, 36 percent on the first \$1,200, then an increase of 18 percent to \$4,600, and 9 percent beyond that.

I submitted a proposal to the House when the bill was considered here that I thought was more nearly fair than any other proposal that had been offered. The House at that time did not really get to vote on my proposal. Generally speaking, my proposal provided considerably larger increases for those in the lower brackets and not so much for those in the higher brackets.

Mr. Speaker, the legislation embodied in this conference report is not entirely satisfactory to me. It is, of course, a compromise that was reached after several days of discussion among members of the conference committee.

I still contend, as I did when the legislation was presented to the House, that more consideration should have been given to the thousands of employees in lower-paid groups. It was contended by the majority of the membership of the conference committee, that the percentage of increase should be the same all the way across the board. In fact, the legislation proposed in the first instance by the House committee, provided increases entirely on a percentage basis. So, even under that bill, an employee who now receives \$1,440 per year would have had an increase of less than \$300, but if he were an \$8,000 employee, he would get an increase of \$2,400. Under the proposal I submitted, at that time, those in lower brackets would receive increases beginning at a rate of more than 20 percent on their present pay rates and percentage would go lower as salaries go higher. Lower percentage increases would apply in the higher brackets.

I am not opposed to fair increases to those in the higher grades, but I still contend that since this legislation is based upon the increased cost of living it should be more equitably distributed. There is not the wide difference in the cost of living as indicated in this report.

This legislation increases the salaries in the lower groups about \$20 per month. In the top groups, it is more than five times that amount. It is inequitable, but appears to be the best agreement that could be reached under the circumstances.

The SPEAKER pro tempore. The time of the gentleman from Kansas has expired.

Mr. RANDOLPH. Mr. Speaker, I yield the gentleman five additional minutes.

Mr. REES of Kansas. Mr. Speaker, as I said a moment ago, this bill provides for an increase of 14.3 percent in total cost. The additional three-tenths percent is due to the increases in the lower brackets. If I had my way about it I would have increased those people even more and would not have increased those in the higher brackets so much as provided in the legislation. That is my own personal view.

Mr. Speaker, we did have considerable discussion with respect to ceilings on personnel. An amendment was submitted by the gentleman from Illinois [Mr. DIRKSEN], the so-called Dirksen amendment, which provided in substance that increases in cost must be absorbed by a reduction in personnel. My own recommendation was, I thought, a realistic one and would have reduced the number of personnel right down the line. We have a sort of combination in here. We have put a sort of ceiling on personnel in various departments of government, then we have attempted to limit the cost to the amount now being spent for Federal employment. It is a sort of notice that Congress is in favor of personnel reductions. It must not, in any event, be construed as a "floor" of employment in any case.

Mr. Speaker, I want to call attention to another thing. We do not have much control over the number of personnel in the Government. This is a thing I would like to go on and discuss at some length, but I will not take the time now. We have a Civil Service Commission with quite a staff and organization. We also have a Bureau of the Budget to which these various agencies of government go and tell how much money they will need. The Bureau of the Budget approves the amount of money requested. The matter then goes to the Appropriations Committee.

The Appropriations Committee listens to the testimony of the heads of the agencies, who, in most instances, are interested in building cases of their own, and very, very rarely even suggest voluntarily they can get along with a lesser number of employees. It is almost pathetic to observe that little is done with respect to control of personnel in any of our departments of government. I have tried to call the attention of the membership of this House many times to the need for an agency to deal with personnel in government. I have legislation pending on the subject which, if enacted into law, would, in my judgment, reduce personnel very materially and make for better and more efficient government, and at the same time save hundreds of thousands of dollars to the taxpayers of this country.

Mr. ROBSION of Kentucky. Mr. Speaker, will the gentleman yield?

Mr. REES of Kansas. I yield to the distinguished gentleman from Kentucky, who has watched and studied this problem very closely.

Mr. ROBSION of Kentucky. Do you retain the \$10,000 maximum?

Mr. REES of Kansas. We do; yes. That was an amendment I submitted when the legislation was considered in the House.

Mr. ROBSION of Kentucky. Under this new bill, is the increase 14.3 percent across the board?

Mr. REES of Kansas. No. It is 14 percent across the board with the exceptions I mentioned. The extra three-tenths percent over-all cost comes about because of increases in the lower brackets. I mean those who would not get the minimum of \$250 if they were not included in that particular minimum.

Mr. ROBSION of Kentucky. Those in the lower brackets get an increase of 14 percent or more?

Mr. REES of Kansas. That is correct; and at least \$250 increase. I thought the minimum should be somewhat more and those at the top should be less.

Mr. ROBSION of Kentucky. Then some in the higher brackets are limited to 14 percent?

Mr. REES of Kansas. All others are limited to 14-percent increases.

Mr. ROBSION of Kentucky. On this matter of decreasing the personnel, I thought I got a very clear statement from our colleague, the gentleman from West Virginia [Mr. RANDOLPH], that the reduction between now and next July would be 75 percent, and then in July 1947, we would absorb the other 25 percent, taking up this additional increase provided for in this bill. Now, as a mat-

ter of figures, how many persons will be taken off the roll under this provision?

Mr. REES of Kansas. The aggregate number on July 1, outside of the Navy and the Army, is contemplated to be 528,975, then 501,771 for the quarter beginning January 1, 1947, and 447,363 on June 30, 1947, a year from now. That is outside the Army and Navy.

Mr. ROBSION of Kentucky. As a total proposition, how many people will it be necessary to remove from the rolls to absorb this increase of \$331,000,000 that we are granting in this bill?

Mr. REES of Kansas. We are dealing now, of course, with those in the classified service only, and after January 1 there should be a reduction of approximately something over 400,000. Outside the Army and Navy. Maybe I am wrong about that figure.

Mr. ROBSION of Kentucky. I got the impression from the gentleman from West Virginia [Mr. RANDOLPH] that this would accomplish a decrease in personnel of around approximately 800,000.

Mr. RANDOLPH. Mr. Speaker, that observation is correct, in the over-all employment of the Federal Government.

Mr. REES of Kansas. In the over-all employment of the Federal Government, including the Army and the Navy, that figure would be increased according to testimony submitted by about 400,000 more.

Mr. ROBSION of Kentucky. Does the gentleman mean that no one will get this increase except those in the classified service?

Mr. REES of Kansas. I beg the gentleman's pardon.

Mr. ROBSION of Kentucky. Do the 2,400,000 individuals get the increase or only those in the classified service?

Mr. REES of Kansas. This bill deals with those in the classified service.

Mr. ROBSION of Kentucky. How can you get this reduction of 800,000 if you are only dealing in the first instance with 900,000 plus?

Mr. REES of Kansas. The reason for that is that it is contemplated by the various departments of Government that they will have a reduction by that time.

Mr. ROBSION of Kentucky. My question was to the effect that through the provisions of this bill itself there would be a reduction effectuated that would absorb this \$331,000,000 increase, or approximately that, and the gentleman from West Virginia said that that would represent about 800,000. I am somewhat confused on these figures.

Mr. REES of Kansas. You have to add to that the Army and the Navy, which is estimated at approximately 400,000.

Mr. RANDOLPH. The Army and the Navy are included, sir. That is the over-all reduction. I will say to the gentleman from Kentucky that there is a reduction anticipated of 800,000 over-all, and that includes the War and the Navy Departments.

Mr. REES of Kansas. We hope the gentleman may be correct.

Mr. JACKSON. Mr. Speaker, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Washington.

Mr. JACKSON. I suggest that the gentleman from Kentucky read the report. All of the information is contained on the bottom of page 10 of the report. It places a ceiling on the Army and the Navy. The War Department will have 176,000 employees maximum on July 1, 1947, and the Navy 100,000 on July 1, 1947.

Mr. ROBSION of Kentucky. I just wanted to get it clear that this legislation is designed or intended to effectuate a decrease in the civil personnel of the Government of around 800,000. Is my understanding correct?

Mr. REES of Kansas. It is about 471,000 outside the Army and Navy, about 100,000 in the Navy, and about 176,000 in the War Department.

Mr. WICKERSHAM. Mr. Speaker, will the gentleman yield?

Mr. REES of Kansas. I yield to the gentleman from Oklahoma.

Mr. WICKERSHAM. I agree with the gentleman from Kansas. I think his original idea of giving a greater amount to the lower-paid employees is good. However, I intend to vote for the conference report.

In this conference report do you anticipate the need of some agencies, like the Veterans' Administration and others, to increase their personnel? Has that been taken care of?

Mr. REES of Kansas. That should have been explained. The Veterans' Administration is not under these ceilings, for it is an expanding agency. It is difficult now to estimate its needs. So it is left out as far as ceilings are concerned. It is a special exception.

Mr. WICKERSHAM. In view of the fact that labor groups and the public groups have been taken care of, does not the gentleman, coming from an agricultural State, think the farmers should have the benefit of the Case bill, which would give them parity for their products?

Mr. REES of Kansas. We are not discussing the Case bill now, but in answer to the gentleman may I say that the farmers are just as much entitled to an increase in their income as any other group in the country. I do appreciate the gentleman's interest in the farmers of this country. Incidentally, the farmers are going to have a time in attempting to meet the goals set for them.

One thing that has been emphasized by reason of these conference discussions, is the need for dealing with the question of Government employment in a realistic and businesslike manner. No agency is held responsible for the number of employees in Government. There is no over-all control responsible with regard to efficiency or overlapping, duplication of activities, or waste in Government agencies.

Consideration of this legislation has also emphasized the need of a very careful and constructive study of the entire pay structure of Federal Government, with a view of attempting, at least, to provide equitable payment for services rendered. More credit and encouragement should be given to employees because of their efficiency and industry.

For example, an administrator ought to receive more pay because he is able to get along with less people, rather than under present conditions, where his pay is increased because he has a larger group employed under his supervision, whether he needs them or not.

Our Government employment has become very much of a "hodge" sort of affair, and certainly needs straightening out. We need an agency or organization responsible to Congress, that will at all times keep its hands on the situation in an effort not only to determine the number of employees needed, but to suggest ways and means by which improvement may be made in Government employment. That phase is very much neglected.

On numerous occasions, as I said at the beginning of this discussion, I have called attention to the membership of this House, to the overstaffing of many departments of our Government and that little consideration is being given by any of our agencies with respect to reductions in force. Here we are at the present time with twice as many employees on the pay roll as we had in 1940, even though the war has been over in Europe for more than a year. We are paying as much for Government employment at the present time as our entire appropriations amounted to only a comparatively few years ago. That sort of thing just cannot be continued very long. The cost of Federal employment alone is approximately \$8,000,000,000 annually, or an average of \$120 for every family in the United States.

(Mr. REES of Kansas asked and was given permission to revise and extend his remarks.)

Mr. RANDOLPH. Mr. Speaker, I yield 2 minutes to the gentleman from Virginia [Mr. SMITH].

Mr. SMITH of Virginia. Mr. Speaker, I shall support this conference report. It is a simple measure of justice to carry out the policy of the Government already established in industrial wages, for it is an increase in order to meet the higher cost of living. I have felt, however, that it would have been fairer, as long as this is, so to speak, a bread-and-butter bill, if we had had a larger increase for the lower-paid employees and a smaller increase for the higher-paid employees. However, I do think the House Committee on the Civil Service and the committee of conference have done an earnest and sincere job and have reached the best conclusion they could in bringing together the conflicting views of all of us. I congratulate them upon it, and shall certainly support the conference report as it is now written.

Mr. RANDOLPH. Mr. Speaker, I yield 5 minutes to the gentleman from Illinois [Mr. DIRKSEN].

Mr. DIRKSEN. Mr. Speaker, at the very outset and within the compass of a limited time, let me pay testimony to the restraint and to the fairness and to the tolerance and to the grace of the House conferees on this committee of conference. I doubt whether men can sit around a table for 12 conferences with legislation that is so difficult and so knotty and so tricky and bring forth a sweet fruit unless they bring the utmost

of patience and restraint to the task. The conferees have certainly done so. They have been generous with me with respect to what has been known as the Dirksen amendment, which found its way into this bill originally about 5:30 in the afternoon when the measure was on the floor before us for the first time. Obviously, the original language is scarcely identifiable, and I can readily understand why this is so. I was under no misapprehension at the outset that it would not require revision. But with the restrictive limitations under which we operate we cannot always include in an amendment the refinements that are so essential to make it feasible and workable. But the principle was established in that amendment and roundly adopted, and from the very outset the conferees were mindful of the determination of the House to bring about a reduction in personnel in the Federal Government. You may recall that the amendment in its original form was in the nature of a limitation to provide that the salary increase should be offset by a sufficient reduction in force to offset the amount of money involved. They have achieved that objective for the fiscal year 1947, and probably ran just a little beyond that time. But they will finally achieve the objective of saving that money so that hundreds of millions of dollars are involved.

I want to make sure that one or two figures are included in my remarks. The first one is this: That at the very top or peak of Federal personnel, in August of 1945, we had the unbelievable and astonishing total of 3,649,769 people on the Federal rolls, inside and outside of the United States of America. Now contrast that with the rolls of December 1932, when the number was 563,805. In December 1939, before we moved very deeply into the war momentum, we had 928,836. Before we got through, we had at least four times that number of people in 1945. We get a better appreciation of it perhaps in terms of dollars. At the peak in 1944, the annual salary expenditure of the Federal Government was \$7,500,000,000. So for salaries alone in 1944 we were expending an amount which was twice the total amount of appropriations for all Federal purposes when I came to Congress in 1933. I made the point in the course of my remarks earlier that some rather heroic measure was necessary to bring about a diminution in personnel and nowhere is that so amply demonstrated as it is in the case of the war agencies that we have been trying to liquidate. As a matter of fact, only one emergency agency has actually been liquidated, and that is the Office of Censorship. Five others have been transferred either in whole or in part and their functions have been preserved and transferred to other agencies of the Government. Three others are still doing business but their titles have been changed and their functions have been modified somewhat by Executive order. That involves some 67,000 people. So the committee of conference has done a good job and this will count for a diminution of some 100,000 people eventually from the rolls by July 1947, in comparison with the over-all ceiling per-

sonnel that was sent to us by the Budget Bureau, with the consent and, of course, with the affirmance of the President of the United States. They estimated at that time roughly about 1,710,000 as of July 1, 1947. Under this plan, there will be 1,611,120. So I think the House should salute the committee of conference for a difficult job very well done.

Permit me to add this final word. Section 14 of the conference bill establishes an over-all personnel ceiling of 1,611,120 as of July 1, 1947, compared to a total of 1,710,000 which the President approved in the Budget estimates which were submitted to the Congress early this year. The personnel amendment as finally revised will require a reduction in the classified service from 528,975 on October 1, 1946, to 437,363 persons on June 30, 1947.

In addition a ceiling is established on civilian personnel for the War Department of 176,000 and 100,000 for the Navy Department.

A suitable escape clause has been provided in the case of any agency which might be burdened with additional duties and finds itself in the position of being short on personnel. In such cases Congress can specifically authorize an increase over the ceiling or such an agency can be exempted. But in any case the authority lies with the Congress and I am confident now that we have made a concrete advance by bringing about the reduction of an additional 100,000 persons on the Federal rolls and that additional progress can be made in the months that lie ahead. It is, indeed, a happy start.

Mr. RANDOLPH. Mr. Speaker, I yield such time as he may require to the gentleman from Illinois [Mr. VURSELL].

Mr. VURSELL. Mr. Speaker, in the passage of this Federal pay bill today, which has had long consideration before the Civil Service Committee and much consideration between the conferees of the House and Senate, I am glad to inform the House that for the first time the Congress has been able to make a successful move to deflate bureaucracy.

As a member of the Civil Service Committee for 3 years along with the gentleman from Kansas, Congressman REES, and others of that committee, we have realized the necessity of Congress being given the authority to continuously investigate Government agencies in an effort to get greater efficiency and in an effort to prevent padding of Government pay rolls.

Mr. Speaker, a year ago we of the minority tried to put through a resolution to set up an agency in the Congress to bring about greater efficiency and economy and thereby to make it possible to demobilize and deflate bureaucracy. Our efforts were not successful in the committee.

A year ago an investigation was made under the supervision of the Civil Service Committee, which by a vote by the members of the committee, was never allowed to come to the floor of the House, and may I say the gentleman from Kansas [Mr. REES], myself, and others, exerted our best efforts to bring this committee report to the House.

It showed conditions prevailing in the Federal agencies here that were costing the taxpayers probably billions of dollars due to inefficiency and unnecessary employees.

The amendment incorporated into this bill placing a ceiling on Federal employees will, within the next fiscal year, save the Government by a reduction in force about \$300,000,000 which otherwise would not have been saved except for the placing of these ceilings.

I am quite sure that the taxpayers generally will applaud the efforts of the members of the Civil Service Committee and of the gentleman from Illinois, Congressman DIRKSEN, who aided the members of the committee in support of the amendment he introduced which will bring about the results I have pointed out.

This bill makes it possible for a reduction in force without impairing government service. It confirms the view of us on the committee who have stated time and again that the executive department of the Government has not and will not reduce the Federal pay roll.

I hope this first step taken by the Congress will be followed by others in an effort to get the greatest efficiency in Government with the least number of people employed on the Federal pay roll.

This will make it possible for those who render faithful service to receive higher wages at the hands of the Congress.

(Mr. VURSELL asked and was given permission to revise and extend his remarks.)

Mr. RANDOLPH. Mr. Speaker, I yield myself 1 minute.

Mr. Speaker, I want again to say what I said earlier. I pay a deserved tribute to the gentleman from Washington [Mr. JACKSON], the gentleman from California [Mr. MILLER], the gentleman from Kansas [Mr. REES], and the gentleman from Wisconsin [Mr. BYRNES].

I believe also very firmly in an orderly reduction of the employees of the Federal Government. I also feel my last remark must be this: That the Government of the United States, through its employees of the legislative, judicial, and executive branches, is carried on by a devoted and capable group of workers. We must not forget that today when we give them a partial recognition for their services.

Mr. REES of Kansas. Mr. Speaker, will the gentleman yield?

Mr. RANDOLPH. I yield to the gentleman from Kansas.

Mr. REES of Kansas. I think it ought to be understood that these ceilings we have been discussing today can in no wise be interpreted as putting a floor on the number of Federal personnel.

Mr. RANDOLPH. That is correct.

Mr. Speaker, I move the previous question.

The previous question was ordered.

The SPEAKER. The question is on agreeing to the conference report.

The conference report was agreed to.

A motion to reconsider was laid on the table.

LEGISLATIVE BRANCH APPROPRIATION BILL, 1947

Mr. O'NEAL. Mr. Speaker, I move that the House resolve itself into the

Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 6429) making appropriations for the legislative branch for the fiscal year ending June 30, 1947, and for other purposes; and pending that motion, Mr. Speaker, I ask unanimous consent that general debate continue not to exceed 1 hour, that it be confined to the bill, one-half of the time to be controlled by the gentleman from Pennsylvania [Mr. TIBBOTT] and one-half by myself.

The SPEAKER. Is there objection to the request of the gentleman from Kentucky?

There was no objection.

The SPEAKER. The question is on the motion offered by the gentleman from Kentucky.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H. R. 6429, the legislative branch appropriation bill, 1947, with Mr. TRIMBLE in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

The CHAIRMAN. The gentleman from Kentucky [Mr. O'NEAL] is recognized.

Mr. O'NEAL. Mr. Chairman, I yield myself 10 minutes.

Mr. Chairman, for several years I have served as chairman of the legislative branch appropriation bill. Each year I have explained the operations of the various functions under the bill. In this presentation I will not attempt to go into detail as I have done in the past, because I presume those facts are known to the membership of the House.

The legislative pay bill, which is before you, is the smallest appropriation bill that we have. It is a most pleasant committee on which to serve. There has been the greatest harmony between both sides of the aisle in the consideration of the bill.

I regret very much that the ranking minority Member, the gentleman from Indiana, Mr. NOBLE JOHNSON, was not able to be with us. All of you know he was in a very serious automobile accident. We have missed him very much on the committee, with his helpful advice and the study which he gives to the appropriations. I understand he is improving rapidly, and in that we all rejoice.

The other members of the committee have been quite faithful, and I believe we have brought to you a bill which should be very satisfactory to all members of the House.

We have had the same careful assistance in the preparation of the bill from our clerk, Mr. Orescan, as we have had in the past. The report which he has written is very full as to the important matters in the bill.

This year we have appropriated \$52,899,000 in this bill. This compares with \$55,437,000 for last year. We have a decrease over the operation of last year of \$2,537,000.

The Budget presentation to the committee was \$58,339,000. We allowed \$52,899,000, or a decrease of \$5,439,000.

I should like to call this to the attention of the Members, that although this is called the legislative appropriation bill, in reality we appropriate considerable sums of money for activities that are in no way connected with the legislative branch of Government. Of the \$52,899,000 appropriated in this bill the sum of \$25,575,000 is for activities which cannot be considered a part of the legislative branch of the Government. The point I wish to make is that it costs to run this third branch of the Federal Government, the great legislative branch, only \$26,323,000; that all in this bill that is properly chargeable to the legislative department, the House of Representatives, the Senate, and all the activities of the legislative department, is a total of \$26,323,000. Why, Mr. Chairman, we have little items in the Agriculture bill, Interior bill, and a number of others that come before the House that will exceed the total amount of money required for the legislative branch. Certainly there is a very practical attitude of economy on the part of the legislative branch to be able to operate for the sum of \$26,000,000 as a total cost to the taxpayers of this country.

We made very little change in the House of Representatives' expenditures, a few minor changes here and there in a position, a salary increase to someone on the pay roll whose pay has been too little in the past, but all of it has been of a very minor character.

I wish to call to the attention of the membership the fact that we have here the most peculiar situation as far as the salary set-up in Congress is concerned, both on the House side and the Senate side. No very thorough study has been made as to a comparison between similar jobs on the two sides and what they should bring in the way of salary. The result is that throughout the House of Representatives pay roll you will find men who are getting, some perhaps too much and some too little, but the minute you raise one you throw others out of adjustment. So the answer to the problem as this committee saw it was to suggest to the Accounts Committee to make a thorough study of the salary set-up of every employee in the House of Representatives, to try to find those who are underpaid and who, if any, are overpaid, and to ask the Senate to make the same kind of study, then to get together and adjust the salary item so that a man on either side of the Capitol will be getting approximately the same pay for the same type of work. We have not attempted, therefore, to take care of every deserving man on the pay roll but we hope that during the next year the matter will be worked out.

Mr. MILLER of Nebraska. Mr. Chairman, will the gentleman yield?

Mr. O'NEAL. I yield.

Mr. MILLER of Nebraska. I notice on page 31 of the bill, lines 7 and 8, for telegraph and telephone service, exclusive of personal services, \$300,000. I realize we have had telephone service before, but is this an additional item for telephones?

Mr. O'NEAL. It is exactly the same as it was last year. There has been no increase.

[PUBLIC LAW 390—79TH CONGRESS]

[CHAPTER 270—2D SESSION]

[S. 1415]

AN ACT

To increase the rates of compensation of officers and employees of the Federal Government, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal Employees Pay Act of 1946".

INCREASE IN CLASSIFICATION ACT PAY RATES

SEC. 2. (a) Each of the existing rates of basic compensation provided by section 13 of the Classification Act of 1923, as amended and supplemented, except those affected by subsection (b) of this section, is hereby increased by 14 per centum or \$250 per annum whichever is the greater, except that no such rate shall be increased by more than 25 per centum. Such augmented rates shall be considered to be the regular rates of basic compensation provided by such section.

(b) (1) The proviso to the fifth paragraph under the heading "Crafts, Protective, and Custodial Service" in section 13 of the Classification Act of 1923, as amended, is hereby amended to read as follows: "*Provided*, That charwomen working part time be paid at the rate of 90 cents an hour, and head charwomen at the rate of 95 cents an hour".

(2) Such section is amended so as to provide the following rates of compensation for positions in the clerical-mechanical service:

Grade 1, 90 to 97 cents an hour.

Grade 2, \$1.04 to \$1.12 an hour.

Grade 3, \$1.20 to \$1.27 an hour.

Grade 4, \$1.35 to \$1.49 an hour.

(c) The increase in existing rates of basic compensation provided by this section shall not be construed to be an "equivalent increase" in compensation within the meaning of section 7 (b) (1) of the Classification Act of 1923, as amended.

INCREASE IN PAY RATES FOR CUSTOMS CLERKS AND IMMIGRANT INSPECTORS

SEC. 3. Each of the existing rates of basic compensation provided by the Act entitled "An Act to adjust the compensation of certain employees in the Customs Service", approved May 29, 1928, as amended and supplemented, and those provided by the second paragraph of section 24 of the Immigration Act of 1917, as amended and supplemented, are hereby increased by 14 per centum or \$250 per

annum whichever is the greater, except that no such rate shall be increased by more than 25 per centum. Such augmented rates shall be considered to be the regular rates of basic compensation.

INCREASE IN STATUTORY PAY RATES IN THE EXECUTIVE BRANCH NOT
UNDER CLASSIFICATION ACT

SEC. 4. Rates of basic compensation specifically provided by statute (including any increase therein computed in accordance with section 602 (b) of the Federal Employees Pay Act of 1945), for positions in the executive branch or the District of Columbia municipal government which are not included in section 102, as amended, of the Federal Employees Pay Act of 1945 or in the District of Columbia Teachers' Salary Act of 1945, and are not increased by any other provision of this Act, are hereby increased by 14 per centum or \$250 per annum whichever is the greater, except that no such rate shall be increased by more than 25 per centum. Such augmented rates shall be considered to be the regular rates of basic compensation.

INCREASE IN PAY RATES IN THE LEGISLATIVE BRANCH

SEC. 5. (a) The first sentence of section 501 of the Federal Employees Pay Act of 1945 is amended by inserting before the period at the end thereof a comma and the following: "plus (A) 14 per centum of his rate of compensation (including the additions thereto resulting from the application of the foregoing percentages), or (B) \$250 per annum, whichever is the greater, except that such rate of compensation shall not be increased by more than 25 per centum".

(b) The second sentence of such section 501 is amended to read as follows: "The additional compensation provided by this section and section 502 shall be considered a part of the basic compensation of any such officer or employee for the purposes of the Civil Service Retirement Act of May 29, 1930, as amended."

(c) Section 502 of such Act is amended to read as follows:

"ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

"SEC. 502. Each officer and employee in or under the legislative branch entitled to the benefits of section 501 of this Act shall be paid additional compensation at the rate of 10 per centum of the aggregate of the rate of his basic compensation and the rate of additional compensation received by him under section 501 of this Act."

INCREASE IN PAY RATES IN THE JUDICIAL BRANCH

SEC. 6. (a) The first sentence of section 521 of the Federal Employees Pay Act of 1945 is amended by inserting before the period at the end thereof a comma and the following: "plus (A) 14 per centum of his rate of compensation (including the additions thereto resulting from the application of the foregoing percentages), or (B) \$250 per annum, whichever is the greater, except that such rate of compensation shall not be increased by more than 25 per centum".

(b) The second sentence of such section 521 is amended to read as follows: "The limitations of \$6,500 and \$7,500 with respect to the

aggregate salaries payable to secretaries and law clerks of circuit and district judges, contained in the eighth paragraph under the head 'Miscellaneous Items of Expense' in The Judiciary Appropriation Act, 1946 (Public Law Numbered 61, Seventy-ninth Congress), or in any subsequent appropriation Act, shall be increased by the amounts necessary to pay the additional basic compensation provided by this section; and the changes in the rates of basic compensation in the Classification Act of 1923, as amended, made by section 405 of this Act and section 2 of the Federal Employees Pay Act of 1946 shall not be taken into account in fixing salaries under any such appropriation Act."

(c) Section 522 of such Act is amended to read as follows:

"ADDITIONAL COMPENSATION IN LIEU OF OVERTIME

"SEC. 522. (a) Each officer and employee of the Supreme Court of the United States entitled to the benefits of section 521 of this Act shall be paid additional compensation at the rate of 10 per centum of the rate of his basic compensation. As used in this subsection the term 'basic compensation' includes the additional basic compensation provided by section 521 of this Act.

"(b) The additional compensation provided by subsection (a) of this section shall be considered a part of the basic compensation of any such officer or employee for the purposes of the Civil Service Retirement Act of May 29, 1930, as amended."

LIMITATION ON AGGREGATE RATE PAYABLE

SEC. 7. (a) Section 603 (b) of the Federal Employees Pay Act of 1945 is amended by inserting after the words "by reason of the enactment of this Act" the words "or any amendment thereto".

(b) Notwithstanding any other provision of this Act, no officer or employee shall, by reason of the enactment of this Act, be paid with respect to any pay period, basic compensation, or basic compensation plus any additional compensation provided by the Federal Employees Pay Act of 1945, as amended, at a rate in excess of \$10,000 per annum.

VESSEL EMPLOYEES

SEC. 8. (a) Section 102 (d) of the Federal Employees Pay Act of 1945 is amended to read as follows:

"(d) This Act, except sections 606 and 607, shall not apply to employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, to vessel employees of the Coast and Geodetic Survey, to vessel employees of the Department of the Interior, or to vessel employees of the Panama Railroad Company."

(b) Section 606 of such Act is amended to read as follows:

"VESSEL EMPLOYEES

"SEC. 606. Employees of the Transportation Corps of the Army of the United States on vessels operated by the United States, vessel employees of the Coast and Geodetic Survey, vessel employees of

the Department of the Interior, and vessel employees of the Panama Railroad Company, may be compensated in accordance with the wage practices of the maritime industry."

COMPENSATORY TIME OFF FOR IRREGULAR OR OCCASIONAL OVERTIME WORK

SEC. 9. Section 202 (a) of the Federal Employees Pay Act of 1945 is amended by striking out "forty-eight hours" and inserting in lieu thereof "forty hours".

NIGHT PAY DIFFERENTIAL

SEC. 10. That part of section 301 of the Federal Employees Pay Act of 1945 which precedes the first proviso is amended to read as follows: "Any officer or employee to whom this title applies who is assigned to a regularly scheduled tour of duty, any part of which, including overtime, falls between the hours of 6 o'clock postmeridian and 6 o'clock antemeridian, shall, for duty between such hours, excluding periods when he is in a leave status, be paid compensation at a rate 10 per centum in excess of his rate of basic compensation for duty between other hours:"

PAY FOR HOLIDAY WORK

SEC. 11. That part of the first sentence of section 302 of the Federal Employees Pay Act of 1945 which precedes the proviso is amended to read as follows: "Any officer or employee to whom this title applies who is assigned to duty on a holiday designated by Federal statute or Executive order during hours which fall within his basic administrative workweek of forty hours shall be compensated for not to exceed eight hours of such duty, excluding periods when he is in a leave status, in lieu of his regular rate of basic compensation for such duty, at the rate of twice such regular rate of basic compensation, in addition to any extra compensation for night duty provided by section 301 of this Act:"

PAY RATES FOR GRADES 9 AND 10 OF THE CRAFTS, PROTECTIVE, AND CUSTODIAL SERVICE OF THE CLASSIFICATION ACT

SEC. 12. (a) Section 13 of the Classification Act of 1923, as amended, is hereby further amended by striking out the second paragraph relating to grade 9 of the Crafts, Protective, and Custodial Service and substituting therefor the following:

"The annual rates of compensation for positions in this grade shall be \$2,870, \$2,980, \$3,090, \$3,200, \$3,310, \$3,420, and \$3,530."

(b) Section 13 of the Classification Act of 1923, as amended, is hereby further amended by striking out the second paragraph relating to grade 10 of the Crafts, Protective, and Custodian Service and substituting therefor the following:

"The annual rates of compensation for positions in this grade shall be \$3,200, \$3,310, \$3,420, \$3,530, \$3,640, \$3,750, and \$3,860."

(c) With respect to grades 9 and 10 of the Crafts, Protective, and Custodial Service, the increase in rates of basic compensation provided by section 2 of this Act shall be computed on the rates of basic compensation established for such grades, as amended by subsections (a) and (b) of this section.

GENERAL ACCOUNTING OFFICE

SEC. 13. This Act and any other general legislation heretofore or hereafter enacted governing the employment, compensation, emoluments, and status of officers and employees of the United States shall apply to officers and employees of the General Accounting Office in the same manner and to the same extent as if such officers and employees were in or under the executive branch of the Government.

PERSONNEL CEILINGS

SEC. 14. (a) Section 607 of the Federal Employees Pay Act of 1945 is amended by adding at the end thereof a new subsection as follows:

“(g) (1) In carrying out the provisions of subsection (b) of this section—

“(A) with respect to the departments (other than the Department of War and the Department of the Navy), establishments, and agencies (including Government-owned or controlled corporations) in the executive branch, the Director shall so determine the numbers of full-time civilian employees and the man-months of part-time employment on the basis of the relative needs of such departments, establishments, and agencies for personnel, that the aggregate number of such civilian employees (including the full-time equivalent of man-months of part-time employment) shall not exceed (i) five hundred and twenty-eight thousand nine hundred and seventy-five for the quarter beginning October 1, 1946; (ii) five hundred and one thousand seven hundred and seventy-one for the quarter beginning January 1, 1947; (iii) four hundred and seventy-four thousand five hundred and sixty-seven for the quarter beginning April 1, 1947; and (iv) four hundred and forty-seven thousand three hundred and sixty-three after June 30, 1947;

“(B) with respect to the Department of War and the Department of the Navy, the Director shall so determine the numbers of civilian employees (including the full-time equivalent of man-months of part-time employment) that at the earliest date practicable, but in no event later than July 1, 1947, the number shall not exceed one hundred and seventy-six thousand with respect to the Department of War, or one hundred thousand with respect to the Department of the Navy.

The numbers of employees specified in this paragraph shall be regarded as maximum numbers, and nothing herein shall be construed to limit the authority of the Director to establish lower aggregate numbers whenever, in his opinion, the numbers so specified are in excess of those necessary for the proper and efficient exercise of the authorized functions of the departments, establishments, and agencies to which this subsection applies. The procedural provisions of subsection (b) of this section shall be applicable with respect to determinations under this paragraph.

“(2) No provision of law heretofore or hereafter enacted authorizing the employment of personnel by, or appropriating funds for the compensation of personnel of, or conferring additional functions upon, any department, establishment, or agency, shall be construed

to authorize the employment of, or payment of compensation to, a greater number of employees subject to this subsection than the number so determined by the Director with respect to such department, establishment, or agency unless such provision of law specifically authorizes the employment or payment of salaries of personnel in excess of such number, or exempts such department, establishment, or agency from the provisions of this subsection, and any such employment or payment not so authorized shall be deemed to be a violation of the provisions of section 3679 of the Revised Statutes of the United States (U. S. C., 1940 edition, title 31, sec. 665).

“(3) The provisions of this subsection shall not apply with respect to employees whose basic compensation is fixed and adjusted from time to time in accordance with prevailing rates by wage boards or similar administrative authority serving the same purpose. The provisions of subparagraph (A) of paragraph (1) shall not apply with respect to officers and employees in the field service of the Post Office Department or to officers and employees of the Veterans’ Administration, but shall apply with respect to officers and employees outside the United States whose compensation is fixed in accordance with the Classification Act of 1923, as amended, and who are not excluded from the provisions of this section by the provisions of subsection (f). The provisions of subparagraph (B) of paragraph (1) shall not apply with respect to officers and employees outside the several States and the District of Columbia.”

(b) Effective October 1, 1946, subsection (f) of such section is amended by striking out “(1) employees of the War and Navy Departments except those who are subject to the provisions of titles II and III of this Act; or (2)”.

APPROPRIATIONS AUTHORIZED

SEC. 15. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.

EFFECTIVE DATE

SEC. 16. This Act, except section 14 (b), shall take effect on July 1, 1946.

Approved May 24, 1946.

